

88 00573

8/4/87



INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JUL 28 1987

UNIVERSITY OF CALIFORNIA

CERTIFICATION

This is to certify that this document and the accompanying map were adopted as the comprehensive, long-term GENERAL PLAN for the CITY OF ST. HELENA, CALIFORNIA pursuant to Chapter 3, Title 7 of the Government Code, the planning and zoning law of the State of California

By the PLANNING COMMISSION:

<u>ELEMENT</u>	<u>ADOPTION DATE</u>
Land Use	February 18, 1975
Circulation	February 18, 1975
Housing	December 3, 1974
Environmental Resource	February 4, 1975
Conservation - Open Space	
Seismic Safety - Noise	
Scenic Highway	
Safety	February 4, 1975

W. Scott Snowden
Chairman

W. Scott Snowden
Secretary

By the CITY COUNCIL:

<u>ELEMENT</u>	<u>ADOPTION DATE</u>	<u>RESOLUTION</u>
Land Use	April 8, 1975	No. 1134
Circulation	April 8, 1975	No. 1134
Housing	February 11, 1975	No. 1119
Environmental Resource	February 11, 1975	No. 1120
Conservation - Open Space		
Seismic Safety - Noise		
Scenic Highway		
Safety	February 11, 1975	No. 1120

Environmental Impact Report Adopted August 27, 1974

Greta Ericson
Mayor

Darlyn Reed
City Clerk

CITY COUNCILPLANNING COMMISSION

<u>Greta Ericson</u>	Mayor	<u>W. Scott Snowden</u>	Chairman
<u>John Aquila</u>		<u>Richard Moreno</u>	
<u>Lowell Smith</u>		<u>John O'Leary</u>	
<u>Loren Sorensen</u>		<u>Elizabeth Keller</u>	
<u>Mel Vartelman</u>		<u>Gus Kelberis</u>	
<u>Darlene Reed</u>	City Clerk	<u>W. Scott Snowden</u>	Secretary

Robert Zeeller
City Attorney

General Plan based on Document prepared by CH2M Hill, Planning Consultant, and amended by the City Council, City of St. Helena.

AMENDMENTSADOPTION

<u>CYCLE</u>	<u>BY</u>	<u>DATE</u>	<u>RESOLUTION</u>
1 - 76	PLANNING COMMISSION	5-18-76	
	<u>Richard Moreno</u> Chairman	ATTEST: <u>Peggy Rhinehart</u> Secretary	
	CITY COUNCIL	8-24-76	NO. 1217
	<u>Lowell Smith</u> Mayor	ATTEST: <u>Lynnette Denton</u> City Clerk	
2 - 76	PLANNING COMMISSION	12-7-76	
	<u>Richard Moreno</u> Chairman	ATTEST: <u>Peggy Rhinehart</u> Secretary	
	CITY COUNCIL	12-14-76	NO. 1237
	<u>Lowell Smith</u> Mayor	ATTEST: <u>Lynnette Denton</u> City Clerk	
1 - 77	PLANNING COMMISSION	5-1-77	
	<u>John O'Leary</u> Chairman	ATTEST: <u>Peggy Rhinehart</u> Secretary	
	CITY COUNCIL	4-12-77	
	<u>Lowell Smith</u> Mayor	ATTEST: <u>Lynnette Denton</u> City Clerk	

AMENDMENTSADOPTION

<u>CYCLE</u>	By _____	<u>DATE</u>	<u>RESOLUTION</u>
2-77	PLANNING COMMISSION	10-4-77	NO. 4-77
	<u>Ralph McIntire</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	2-28-78	NO. 1314
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Eve Herdell</u> Deputy City Clerk
1-78	PLANNING COMMISSION	2-21-78	NO. 3-78
	<u>Ralph McIntire</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	5-9-78	NO. 1324
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Eve Herdell</u> Deputy City Clerk
2-78	PLANNING COMMISSION	11-6-78	NO. 8-78
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	1-10-79	NO. 79-3
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Lynnetta Denton</u> City Clerk
1-80	PLANNING COMMISSION	5-6-80	NO. 2-80
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	6-24-80	NO. 80-27
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Delia H. Guijosa</u> City Clerk
2-80	PLANNING COMMISSION	7-1-80	NO. 3-80
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	8-26-80	NO. 80-45
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Delia Guijosa</u> City Clerk

2-83	PLANNING COMMISSION	3-1-84	NO.
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>George R. Musso</u> Secretary
	CITY COUNCIL	11-28-83	NO. 83-44
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Marilyn K. Watkins</u> City Clerk
1-85	PLANNING COMMISSION	8-20-85	
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>Gary Gouves</u> City Planner
	CITY COUNCIL	2-11-86	NO. 86-9
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Marilyn K. Watkins</u> City Clerk
1-86	PLANNING COMMISSION	10-15-85	
	<u>Mary Elizabeth Fryer</u> Chairman	ATTEST:	<u>Gary Couves</u> City Planner
	CITY COUNCIL	7-28-86	NO. 86-28
	<u>Lowell V. Smith</u> Mayor	ATTEST:	<u>Marilyn K. Watkins</u> City Clerk

TABLE OF CONTENTS

	Page
I. Land Use Element	1
A. Existing Conditions	2
B. Land Use Issues	3
C. Land Use Goals and Policies	4
Agriculture	5
Urban Reserve	6
Lower Density Housing	7
Higher Density Housing	8
Commercial Land Use	9
Flood Hazard Area	44
Woodlands and Watershed	46
Industry	48
Schools and Parks	49
Utilities	50
II. Circulation Element	51
A. Existing Conditions	52
B. Community Needs	53
C. Policies and Proposals	54
D. Standards	59
III. Housing Element	60
IV. Environmental Resource Element	111
A. Conservation of Resources	112
Resource Inventory	113
Policies and Standards	117
B. Open Space Plan	118
Existing Conditions	120
Goals	121
Policies and Standards	122
Plans	123
C. Seismic Safety	124
Existing Conditions	125
Policies and Standards	126
D. Scenic Highways	127
Existing Conditions	128
Policies and Standards	129

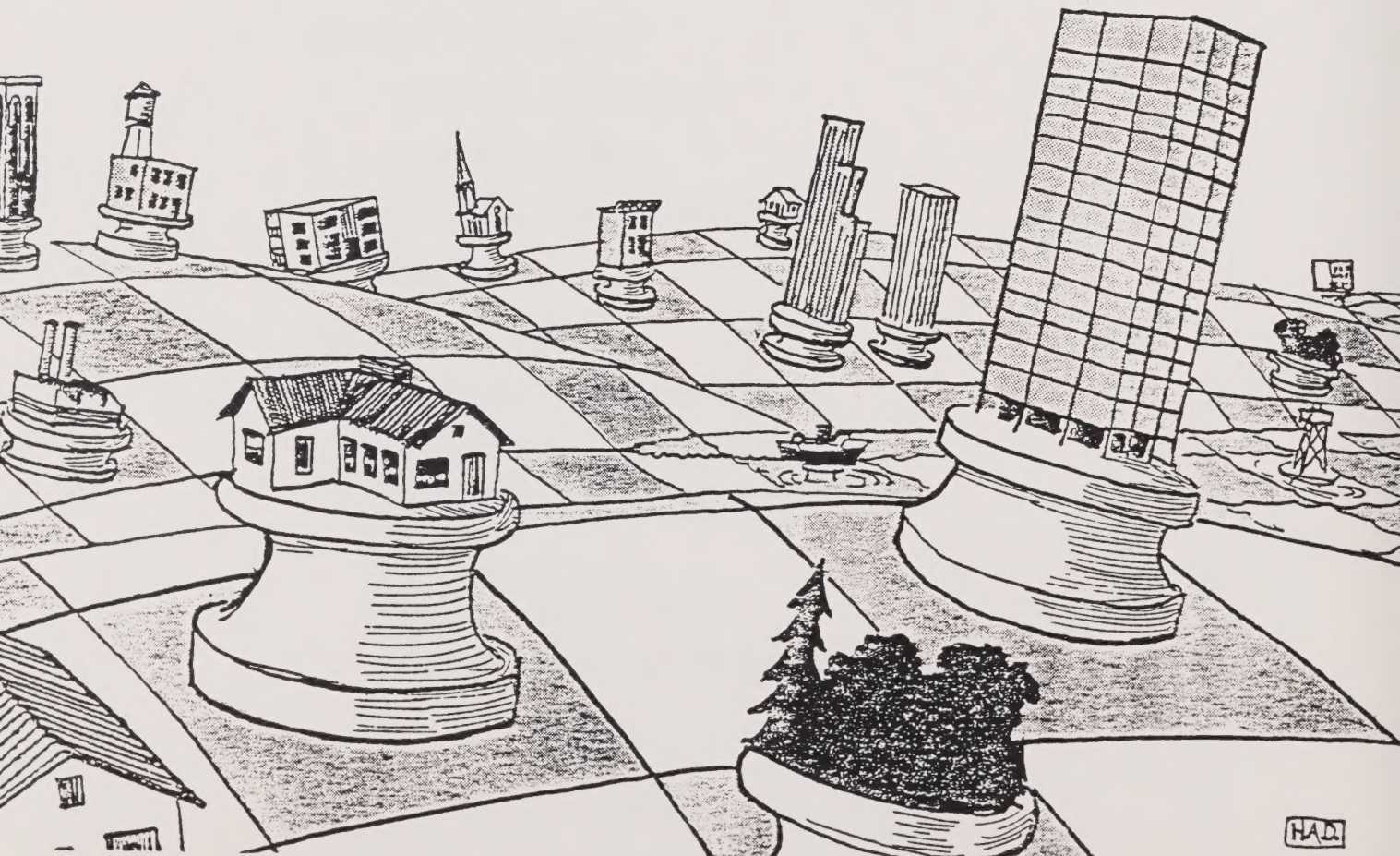
E.	Noise	130
	Existing Conditions	131
	Policies and Standards	132
V.	Safety Element	133
	A. Fire Protection	134
	B. Geologic Hazards	135
VI.	Residential Growth Management Element	136
	A. Introduction	136
	B. Purpose	137
	C. Existing Conditions and Assumptions	137
	D. Policies	139

I. LAND USE ELEMENT

Section 65302 (a) of the Government Code requires cities and counties to include within their General Plans a "Land Use Element",

"Which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommendation for the various districts and other territory covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

The Land Use Element of the St. Helena General Plan is organized under the following headings: (1) Existing Conditions; (2) Land Use Issues; and (3) Land Use Goals and Policies.



A. EXISTING CONDITIONS

1. In 1970 St. Helena had a population of 3,173, compared to 2,722 in 1960. Population at the end of 1973 was estimated to be 3,450.
2. St. Helena has developed slowly over the years as a service center for the agricultural industry in the Upper Napa Valley. In recent years the wine industry has replaced cattle ranching as the dominant industry in Napa County. In 1973 there were 18,500 acres planted in vineyard, compared with 11,900 acres in 1969 and 10,561 in 1963. This rapid change is causing social and economic pressures in the Upper Valley that have a significant impact on land use.
3. Most of the agricultural land in the unincorporated areas of the Upper Napa Valley is zoned "Agricultural Preserve," and is protected against urban development.
4. The City of St. Helena contains 2,836 acres. Approximately 563 acres are already developed for urban uses. Of the remaining 2,273 acres, 1,888 acres are suitable for urban development.
5. A total of 242 acres are presently developed for housing, 29 acres for business, and 68 acres for industry. Public uses (schools, parks, etc.) account for 58 acres, street right-of-way for 166 acres, and the remaining land, amounting to 2,273 acres, is in agricultural use or is vacant.
6. The pattern of land uses in St. Helena is compact, and there are few conflicts in the use of land. Business has built up along Highway 29, and residential areas have developed over the years in areas served by utilities. Some more scattered residential development has occurred in recent years along outlying roads and lanes. Industrial development is largely limited to three major wineries, located at the extreme north and south ends of the city.
7. The general appearance of the city is usually neat and orderly. The wooded hillsides and the vineyards on the Valley floor give St. Helena its distinctive scenic setting.

B. LAND USE ISSUES

1. Rate of growth is the principle land use issue facing St. Helena. An attractive living environment and recent changes in the economy of the Upper Valley present the prospect of rapid growth. An advisory vote of St. Helena citizens in the summer of 1973 indicated that a majority of those voting favor a deliberate policy of slow growth to retain the fragile charm and beauty of the City, since any single project which is large enough and not done with care could ruin what has taken well over a century to create. This policy is reflected in specific policies and standards of the General Plan and City ordinances and resolutions dealing with the use and development of land.
2. The provision of public services and facilities is a related issue. Present city water and sewer facilities need to be upgraded. Due to the failure of recent bond issues, their extension to new areas of the city is beyond the city's resources unless their cost is paid for by the developers of the land.
3. Large areas of the city are presently in vineyard. Conflicts are already occurring as more and more near-in land is subdivided for homesites. Spraying and other agricultural practices are impeded as more and more homes are built. Such conflicts are increased when new housing development is scattered.
4. There is a growing demand for multifamily dwellings, townhouse type dwellings and mobile homes. Many owners of single-family detached dwellings believe residential values will be lowered when other types of dwelling units are located nearby. Experience in other communities suggests that diverse types of dwelling units can be arranged in compatible groupings when they are part of a "planned unit."
5. The sanitary sewer system is undersized and will not accomodate new hookups on the west side of the city. Developers are seeking land accessible to the new larger capacity sewers east of the highway. The resulting pressures for development and pressures resulting from new extensions of urban services, may cause urban encroachment in areas of the city designated in the General Plan for continuing agricultural use.
6. In recent years the whole of Napa Valley and St. Helena in particular have come under increasing pressure from visitors who wish to enjoy the scenic qualities of the area and to visit local wineries. These visitors are creating significant traffic congestion in St. Helena and economic opportunities for investors and business interests who provide services and products to them. These forces present a threat to the preservation of the traditional economic role as a rural agricultural center and to the fragile visual character of the City.

C. LAND USE GOALS AND POLICIES

Specific goals and policies are described under the following headings:

1. Agriculture
2. Urban Reserve
3. Lower Density Housing
4. Higher Density Housing
5. Commercial Land Use
6. Flood Prone Area
7. Woodlands and Watershed
8. Industry
9. Schools and Parks
10. Utilities

The distribution of land uses is indicated in the General Plan Map.

AGRICULTURE

Goals:

1. To protect prime vineyard from unnecessary urban encroachment.
2. To provide suitable locations for wineries and other agriculture-related industry.

Large areas of the city are shown in the plan map as remaining in agricultural use or are undeveloped hillsides. These are mainly large holdings presently planted in vineyard.

Wineries and related uses are permitted, and should be subject to review of their location and design by the Planning Commission.

Single-family dwellings are permitted in agricultural districts when the lot has an area of at least 40,000 square feet.

URBAN RESERVE

Goals:

1. To provide for orderly and timely urban growth.
2. To protect near-in agricultural land from unnecessary urban expansion.

Large areas of the City are shown in the plan map as "Urban Reserve." Lands under this designation are generally large parcels and are expected to remain in agricultural uses for many years. Urban development in these areas will be considered after other urban sections of St. Helena are built-up or largely so, and additional land is needed in the Upper Valley for urban purposes.

The ultimate use (Residential, Commercial, or Industrial) of any specific Urban Reserve lands will depend upon many factors including: Compatibility with existing or proposed surrounding uses, existing natural features, existing or planned manmade features, the availability of services, demand for the proposed uses and the availability of other suitable areas.

Both locational suitability and timing must be considered when making changes to the Urban Reserve Boundaries. As a general rule "hop scotch" or "leap frog" and small (less than one acre) parcel by parcel Urban Reserve changes will not be undertaken.

Proposed changes in the Urban Reserve boundaries will be reviewed in logical groupings. Logical groupings could be one parcel or one block or some other land area delineated by manmade or natural features as to make a logical grouping.

Zoning in areas designed as urban reserve will be the same as in areas designated for agriculture.

LOWER-DENSITY HOUSING

Goals:

1. To provide a compatible mix of housing types with an overall density of six dwelling units per net acre.

Large areas west of State Highway 29 are shown in the Plan Map for "lower-density housing." These areas are either built-up in single-family housing or are open fields, mostly planted in vineyards.

Densities planned for these areas will range between one and six dwelling units per acre and minimum lot size to be 7000 square feet for single-family dwellings and up to twelve dwellings per acre for multifamily dwellings.

"Planned unit development" is encouraged. The city zoning ordinance established a review procedure and design standards that will permit greater flexibility in the design of larger parcels (3 acres or more) that are planned and developed as a single unit.

In general the Planning Commission will approve multifamily dwellings in areas planned for lower-density housing only when they are accessible directly from an arterial or collector street, and when their location and design is compatible with the neighborhood.

Typically, multifamily dwellings will not be permitted in an existing partly built-up area where the "single-family" character of the neighborhood is already established.

The administration of the zoning and subdivision regulations will assure ample yards and public open space to assure a liveable environment as these neighborhoods become fully built-up.

HIGHER-DENSITY HOUSING

Goals:

1. To provide a compatible mix of housing types with an overall density of ten dwelling units per net acre.

Close-in areas on both sides of State Highway 29 are designated in the Plan Map for "higher-density housing".

Densities will range between four and six dwelling units per net acre for single-family dwellings and up to sixteen dwelling units per net acre for multifamily dwellings.

These areas have good access to shopping, schools, and other community facilities. Most of the multiple dwellings in St. Helena are already located in these areas, mixed with single-family homes. This pattern will continue.

As in areas designated for "lower-density housing," planned unit development is encouraged. The city will benefit if larger parcels or tracts of land are planned and developed as a unit.

The Planning Commission will favor planned unit developments that provide generous amounts of open space, covered parking, the separation of pedestrian and vehicle traffic, and on larger tracts, a variety of housing types: single-family, duplex, and multifamily dwellings, in one and two-story structures.

COMMERCIAL LAND USE COMPONENT OF THE LAND USE ELEMENT

INTRODUCTION

This Commercial Land Use Section is a component of the Land Use Element of the General Plan. The Land Use Element has the broadest scope of the nine General Plan Elements as required by State law. It relates to many of the community issues in other elements and plays a major role in synthesizing all land use issues, constraints and opportunities. According to State guidelines, the Land Use Element should:

- * "Promote a balanced and functional mix of land uses consistent with community values;
- * Guide public and private investment; and
- * Reflect the opportunities and constraints effecting land use identified in other elements of the General Plan."

This Commercial Land Use component summarizes issues surrounding commercial land use in St. Helena; inventories existing land uses, analyses traffic conditions and impacts of additional commercial development and offers recommendations in the form of goals, policies and implementation measures intended to enhance and preserve the historic character and current community values of the people of St. Helena.

HISTORICAL BACKGROUND

Since its inception St. Helena has served as a rural agricultural center in the heart of Napa Valley. In this role it provided housing, retail and service commercial facilities in support of local populations and agricultural activities. It also served the religious and cultural needs of its residents and the surrounding area.

In recent years the whole of Napa Valley, and St. Helena in particular, have come under increasing pressure from visitors who wish to enjoy the scenic qualities of the area and to visit local wineries. These visitors are creating significant traffic congestion in St. Helena and economic opportunities for investors and business interests who provide services and products to them.

These forces present a threat to the preservation of the traditional economic role as a rural agricultural center and to the fragile visual character of the City.

This component of the General Plan is intended to set forth a planning response to these pressures so that what is so valuable to St. Helena citizens and visitors alike is not destroyed or lost.

The City's General Plan adopted in 1975 did not directly address the issue of tourism's effect on St. Helena nor did it contain any policies concerning tourist related development.

Similarly, the City's zoning ordinance did not respond to this issue. It was partly because of this that the City has required use permit approvals for commercial uses in certain parts of the City particularly Main Street South of Sulphur Springs Creek Bridge.

WHAT ARE THE ISSUES?

Preservation of the small town rural agricultural character of St. Helena is central to all commercial land use issues addressed in this component of the Land Use Element.

A recent joint meeting of the City Council and Planning Commission resulted in the identification of the following issues and areas of concern:

1. Need to protect the economic viability of the Central Business District.
2. Need for an overall economic development strategy.
3. Maintaining proper size and scale of new structures.
4. Whether local serving or tourist serving uses should be allowed to locate in the Central Business District and how to distinguish between the two.
5. Preservation of historic buildings.

Similarly, the City's zoning ordinance did not respond to this issue. It was partly because of this that the City has required use permit approvals for commercial uses in certain parts of the City particularly South Main Street.

WHAT ARE THE ISSUES?

Preservation of the small town rural agricultural character of St. Helena is central to all commercial land use issues addressed in this component of the Land Use Element.

A recent joint meeting of the City Council and Planning Commission resulted in the identification of the following issues and areas of concern:

1. Need to protect the economic viability of the Central Business District.
2. Need for an overall economic development strategy.
3. Maintaining proper size and scale of new structures.
4. Whether local serving or tourist serving uses should be allowed to locate in the Central Business District and how to distinguish between the two.
5. Preservation of historic buildings.

6. Need to control the number and location of transient occupancy units.
7. Need to address inadequate parking conditions in the Central Business District.
8. The relationship of commercial development policies and present and future traffic conditions.
9. Determination of proper use of Southern Pacific Railroad right-of-way should it be abandoned.

EXISTING CONDITIONS

In order to formulate policies for future commercial land use it is necessary to know what the basic goals of the community are and the nature of present physical conditions in St. Helena. This section presents an overview of conditions relating to Commercial Land Use and economic activity in St. Helena.

COMMERCIAL LAND USE & ZONING

Commercial areas of St. Helena can be separated into two easily defined geographic areas. The first is the Central Business District which is that commercial area north of Sulphur Springs Creek along Main Street and extending westward to Oak Street and eastward beyond the Southern Pacific Railroad line. The second area, is that from Sulphur Springs Creek south along Main Street to the southerly City limits.

The Central Business District is the historic commercial heart of the City, which, since the founding of St. Helena has been the retail and service commercial center of the City, providing goods and services to residents of the City and its surrounding agricultural economy. St. Helena was, and still is to a great degree, a rural agricultural center whose economy is based primarily on agriculture, particularly grape growing and winemaking.

Over the last two decades a growing number of tourists are visiting the Valley and its wineries. This influx is creating increasing pressures for tourist serving commercial uses to locate in St. Helena.

These pressures are being experienced in the Central Business District. The CBD still provides the basic local serving retail trade outlets upon which St. Helena residents depend.

In the CBD, west of the railroad, existing commercial uses are primarily local serving with a scattering of uses which can be categorized as tourist serving and an increasing number which are both tourist serving and local serving.

Tourist serving uses are those which primarily serve visitors to the City. They include motels and inns, and novelty shops. Tourist and local serving uses are those which have appeal to both visitors and locals, and include restaurants, clothing stores, art

galleries, and certain specialty stores such as jewelry and housewares.

Local serving uses are those which provide for the day-to-day shopping needs of local residents.

Table 2 - 1 shows existing floor area by Land Use category for the CBD.

TABLE 2 - 1
EXISTING FLOOR AREA BY LAND USE CATEGORIES
CENTRAL BUSINESS DISTRICT

<u>Land Use Category</u>	<u>Floor Area (sq.ft.)</u>		<u>Total</u>
	<u>E of RR</u>	<u>W of RR</u>	
Retail	29,880	234,115	263,995
Offices	28,270	104,200	132,470
Lt. Indust.	31,200	18,200	49,400
Restaurant	2,400	18,200	20,600
Serv. Station	-	4,950	4,950
Theatre	-	4,500	4,500
Vacant	<u>-</u>	<u>19,000</u>	<u>19,000</u>
Total	91,750	403,165	494,815

Of the above commercial uses all are deemed to be local serving for the area east of the railroad.

Of the area west of the railroad, 222,680 sq.ft. or 95% of this total retail floor space is local serving leaving 11,435 sq.ft. or

5% as local and tourist serving. The two hotels on Main Street are tourist serving. All restaurants west of the railroad have been classified as both visitor and local serving.

The present General Plan has only one category of commercial land use and the existing commercial zone districts do not distinguish between local serving and visitor serving uses.

In order to resolve current issues surrounding this distinction the City's General Plan and Zoning regulations must contain specific measures which will define and guide actions of the Planning Commission and City Council.

RETAIL SALES ANALYSIS

An evaluation of the State of California reported taxable retail sales casts more light on the current economic conditions in St. Helena.

In 1983, St. Helena's per capita retail sales were 205% of that of Napa County as a whole and 179% of the State average. While these totals may be skewed by retail wine sales at the City's three major wineries, it is interesting to note that when the subcategory of groceries is analyzed, St. Helena is still 200% of the Napa County average and 212% of the State wide average.

This indicates that St. Helena serves a large trade area beyond its boundaries. It is estimated that St. Helena serves a retail

trade area of at least 10,000 people.

These facts demonstrate St. Helena's role as a rural agricultural center which provides goods and services not only to its residents but to the rural population which surrounds it.

PUBLIC UTILITY INFRASTRUCTURE

At the present time all public utility services are adequate to serve new development except wastewater treatment and disposal facilities.

All of the Central Business District is served by the City's sanitary sewer system, however, very little treatment capacity remains at the wastewater treatment plant. Unless the treatment capacity at the City's waste water treatment plant is increased soon, the City will be facing the prospect of having to stop issuance of building permits. At the current allowable rate of 600 gallons per day per lot of record, the plant's capacity could be reached in one to two years.

Nearly all properties along Main Street south of Sulphur Springs Creek Bridge do not have sewer lines available to them. Existing development there is served principally through the use of septic tank systems.

The County Health Dept. has recently recommended that the City either require new development in this area to connect to the

architectural heritage to be betrayed. While not all development on Main Street south of Sulphur Springs Creek Bridge is of poor design character there is a threat that continued commercialization there will diminish the historical character and scale which is so admired by residents and visitors alike. Continued commercial development in this area will also cut off views to the hills and vineyards beyond the road. Cutting off such views changes the scale of the town by giving the impression that one is entering St. Helena somewhere near Zinfandel Lane when in fact the City is more compact and small scaled.

A part of maintaining St. Helena's small town character is to realize that one has arrived at the City by evidence of its own physical existence, not an aberration of the town which extends a mile or so along the road beyond the City proper. No better example of the desired condition can be found than the northerly entrance to St. Helena on Main Street. Here one suddenly comes upon the Central Business District after passing by vineyards, wineries, and residences. The true small town character of St. Helena is sensed when one enters the City from this direction. Control of these conditions can be achieved both through land use planning (General Plan) and design review guidelines included as a part of the City's zoning regulations.

TRAFFIC

There is probably nothing more disconcerting to St. Helena residents than the weekend traffic congestion along Main Street.

And it is going to get worse. According to a traffic analysis conducted as a part of this amendment study, traffic along Main Street is expected to increase 75% over current levels by the year 2000. At these traffic levels, traffic queues would extend for miles to the north and south of the CBD if measures to increase capacity or divert through traffic around the CBD are not implemented. In addition, congested traffic conditions would occur along Main Street for longer periods (possibly all day, everyday) within the CBD.

This analysis assumed a general increase not resulting from local commercial development traffic increases as permitted by both the present General Plan and the General Plan Amendment proposed herein.

The traffic differences in the two alternative commercial development scenarios prepared for this study were not great. Primary traffic impacts of further development in St. Helena will occur on the side streets intersecting Main Street. During peak periods traffic congestion, Main Street will not be significantly effected by new development because traffic levels are already at a stop and go level. Rather, waiting time and queing on side streets will increase as more cars wait to enter Main Street.

Several improvement measures were analyzed for their ability to relieve traffic congestion problems. Results of this analysis are described below:

1. Restripe Main Street to provide a center, two-way left-turn lane between Fulton Lane-Madrona Street and the southern City limits. This measure would improve operations by less than one service level.
2. Encourage through traffic to use Silverado Trail as a bypass route around St. Helena. Although the effectiveness of this measure is unknown, it could reduce traffic levels on Main Street by up to 25%, improving operations by about one service level.
3. Signalize several intersections within the CBD. These signals would primarily benefit traffic on side-street approaches not on Main Street. Without provision of additional turn lanes on Main Street at intersection approaches, these signals would cause traffic congestion problems on Main Street. However, if these intersections are properly designed with these additional turn lanes, signals could improve pedestrian safety, especially if they are equipped with separate pedestrian phases.
4. Construct a one-way circulation system through the CBD using Main Street for southbound traffic and a new street for northbound traffic. This new street could be constructed on the Southern Pacific Railroad right-of-way. The southern end of the one-way system would be located at the south end of

the Sulphur Springs Creek Bridge, while the northern end would be located at Pratt Avenue or farther north. This measure would improve service level operations in the CBD by three service levels. To accommodate this one-way couplet, a four-lane street with signals and left-turn lanes would be needed south of the Sulphur Springs Creek Bridge; otherwise, this road section would operate at LOS F. The three-service-level improvement from this measure would offset the three-service-level deterioration due to projected growth and therefore, future traffic conditions would be similar to current conditions after project buildout.

Service level changes due to the above improvements and combinations of these improvements are shown in Table 2 - 2. Improvement category #5 combines the one-way couplet and Silverado Trail bypass and this combination would provide the greatest improvement in traffic conditions. Under this improvement category, Main Street and side-street approaches (within the CBD) would operate at LOS D at project buildout, one level better than the existing level.

In summary, it appears that the City has the following options available to it to mitigate traffic congestion:

1. No traffic improvements but allow development to continue under existing General Plan. Under this option, traffic congestion on Main Street during Friday summer afternoon peak

periods will increase from two hours to five hours by year 2000.

2. Freeze development with no street improvements within the study area. Traffic congestion will last four hours on Friday summer afternoons.
3. Install one-way couplet and allow project related growth. Traffic congestion will last two hours on Friday summer afternoons.
4. Install one-way couplet and other measures i.e. Silverado Trail bypass, and allow project-related growth. There will be no traffic congestion problems during the next 16 years.
5. Install center left-turn lane and signals and allow project-related growth. Traffic congestions will be only slightly less than under Option 1 above.

TABLE 2 - 2

P.M. PEAK HOUR INTERSECTION
LEVEL OF SERVICE OPERATION

Circulation Improvement Measure	Main Street		Side Street Approaches to Main					
	CBD		CBD			S. of Suphur Springs Bridge		
	Existing Traffic	Ex. + Through Growth Project	Existing Traffic	Ex. + Through Growth Project	Ex. + Through Growth Project	Existing Traffic	Ex. + Through Growth Project	Ex. + Through Growth Project
None (Existing)	E	F	F	F	F	E	F	F
#1-Center Lane on Main	E	F	F	E	F	D	E	F
#2-Silverado Trail Bypass	D	F	F	E	F	D	F	F
#3-Signaling	E	F	F	B	F	N/A	N/A	N/A
#4-One-Way Circulation	A	D	E	A	C	E	F	F
#5 - #2 + #4	A	C	D	A	B	E	F	F
#6 - #1 + #2	D	F	F	D	F	C	E	F

NOTES: This analysis represents level of service operation on summer Friday afternoons during the p.m. peak hour.
"Through" traffic is defined as motorists that drive through the study area without stopping.

LAND USE CONSIDERATIONS

Although the one-way couplet alternative will reduce traffic congestion considerably it will introduce visitor traffic into areas of St. Helena not now experiencing such traffic. This will undoubtedly increase pressure for tourist serving uses in the area east of the Railroad. The northbound leg of the couplet will also pass through areas presently designated as agriculture.

It is believed that the one-way couplet alternative would be too disruptive to the stability and local character of areas along the Southern Pacific Railroad and will therefore not be recommended.

The remaining alternatives do not significantly improve traffic congestion on Main Street. Installation of left-turn lanes and traffic signals will assist local traffic movements across Main Street, but may not improve the ability to access Main Street from the side streets because congestion on Main Street will not be relieved.

Traffic signals will also be necessary in order to facilitate traffic movements into and out of the commercial areas designated east of the Railroad. Even with signals, widening will be needed on Adams Street and Fulton Lane to accommodate an additional turning lane.

GUIDING PRINCIPLES

The following factors represent the guiding principles used in the formulation of the goals and policies of this plan.

These are an expression of the beliefs of the majority of St. Helenans. If these values are to be retained, the City must act through its planning authority to carry out the policies and implementation measures which follow.

1. The people of St. Helena want their town to retain its historic function as a rural agricultural center.
2. This function includes provision of commercial retail uses, office uses and service commercial uses which satisfy the everyday shopping needs of city residents, as well as the outlying rural populations. It also includes the provision of service facilities to the wine and grape growing industries.
3. Although a great number of tourists come to Napa Valley and St. Helena, increases in tourist serving commercial uses are seen as a threat to the retention of local serving retail uses and to the rural small town atmosphere which must be retained.
4. St. Helena has a unique historical and architectural character which is expressed through the buildings in the

downtown business district and adjacent residential areas.

5. Increased traffic on Main Street has created severe congestion and inconvenience to local residents wishing to move about in the City to shop, conduct business, or visit.
6. Destination oriented tourist facilities would further increase traffic congestion and create additional pressures for the conversion of local serving retail uses to tourist serving uses.

COMMERCIAL LAND USE GOALS, POLICIES & IMPLEMENTATION MEASURES

The following goals and policies are intended to guide future actions of the City in the area of commercial land development. Each goal is followed by a description of the intent of the goal; policies in support of the goal and implementation measures to carry out the policies.

GOAL

- A. TO PROTECT AND PERPETUATE ST. HELENA'S PRIMARY ECONOMIC FUNCTION A RURAL AGRICULTURAL CENTER.

STATEMENT OF PURPOSE

The viability of local serving retail outlets is being threatened by tourist serving retail uses. The pattern of tourist serving uses replacing local serving uses in other cities is well

documented. Tourist serving development also tends to change the visual character of a town. These changes are seen as undesirable for St. Helena.

POLICIES

1. Set aside through appropriate zoning control, land areas devoted exclusively to commercial land uses which serve the day-to-day shopping needs of the residents of St. Helena.
2. To prevent the intrusion of commercial uses whose primary purpose is tourist serving in areas designated for Local Serving Commercial.
3. To encourage the provision of permanent rental housing in second floor space of commercial buildings.
4. To designate the location of uses which provide services and equipment for wine making, grape growing and other agricultural industries.
5. To designate the existing downtown area as the primary area for development of retail trade.
6. To place limitations on the location, number and scale of transient occupancy facilities.

City's sewer system or be halted until a cumulative septic tank impact study can be prepared. Such a study would disclose the potential for contamination of ground water reservoirs by the continued use of septic tank systems. The primary reasons for the County's concerns stem from the increasing use of septic tank systems in this area and the soil conditions found there. Much of the soil in South St. Helena has a high gravel content resulting in rapid percolation rates for septic tank effluent. Such rates create the potential for effluent reaching ground water before it has a chance of being "cleaned up" by soil filtration and bacterial action.

The present waste water treatment limitation presents a challenge as to how to allocate available treatment capacity in a manner which serves the best interests of the City.

Until additional treatment capacity is available it would appear that the following priorities should be given to the allocation of available treatment capacity:

1. Residential development and local institutional uses.
2. Local serving commercial uses in the Central Business District.
3. Light industrial and heavy commercial uses, which serve the local agricultural economy.
4. Visitor serving commercial uses.

Residential uses are given the highest priority because the City needs to "catch up" with the growing housing need since so little has been allowed to be constructed in the last four years. Priorities 2 and 3 come next in order to support St. Helena's economic function as a rural agricultural center.

For South Main Street it is a different situation. Until the County Health Department's concerns with ground water contamination can be resolved, the City may have to curtail altogether new development utilizing septic tanks.

VISUAL CHARACTER

Nearly everyone who lives or visits St. Helena is aware that this City is a place of great charm, character and beauty with a unique rural village quality. This character is no more evident than in the Central Business District. Main Street represents what is both the worst and best about the visual character of St. Helena. The Central Business District with its great diversity of architectural styles vividly portrays the historic character of the City. North Main Street from the Central Business District to the City limits gives the viewer the sense that St. Helena is a quiet rural town dependent upon the wine industry. The tunnel of elms, and the stately residences along North Main Street are in stark contrast to Main Street south of Sulphur Springs Creek Bridge where St. Helena seems to have allowed its rich

7. To protect the economic and functional viability of agricultural lands lying near or adjacent to commercial residential and public use areas.

IMPLEMENTATION MEASURES

In order to carry out the above goal and policies, the following implementation measures must be carried out.

1. Adoption of the Commercial Zone District amendments contained in Appendix A.
2. Rezoning of all commercially designated properties as indicated in the General Plan diagram to the Commercial Zone District which corresponds to that designation.
3. Through the zoning ordinance, limit the number and extent transient occupancy units taking into consideration local need and City servicing capability.

GOAL

- B. TO PROTECT AND PERPETUATE THE UNIQUE HISTORIC AND VISUAL CHARACTER OF THE CENTRAL BUSINESS DISTRICT.

STATEMENT OF PURPOSE

Much of what is of value to St. Helenans and its visitors is the small town character of the City. This character is exemplified in the Central Business District where many of the City's historic

and architecturally significant structures are located.

POLICIES

1. To establish design criteria and apply them through the design review process.
2. To establish a process whereby historic designation of individual structures or districts within the downtown can be attained for the purpose of preventing demolition or inappropriate alteration of such structures.
3. To discourage the provision of off-street parking lots along the frontages of Main Street.
4. To maintain the pedestrian scale of all new structures and facilities in the downtown.
5. In the Central Business District to create pedestrian linkages between Main Street and the developing commercial areas to the east.
6. To prohibit expansion of commercial development on the west side of Oak Ave. and westerly therefrom north of Mitchell and on the east side of Oak Ave. north of Adams Street except for the north-east corner of Adams and Oak Streets.

7. To protect significant trees both on private and public property through appropriate means.
8. To identify sensitive land use transition areas and to create special development standards for them.

IMPLEMENTATION MEASURES

In order to achieve the goal and policies as stated above the City shall implement the following measures:

1. Allow the Design Review Board to establish design criteria for its use in the design review process which will preserve the unique historic and architectural character of the City while allowing the kind of design diversity which has helped create this character.
2. Create a processes for the designation and protection of historic structures throughout St. Helena.
3. Enact a tree preservation ordinance to protect significant trees throughout St. Helena.
4. Acquire the abandoned South Pacific Railroad right-of-way and develop it for the highest and best use.

GOAL

- C. TO DISCOURAGE EXPANSION OF EXISTING STRIP COMMERCIAL USES ALONG MAIN STREET NORTH & SOUTH OF THE CENTRAL BUSINESS DISTRICT.

STATEMENT OF PURPOSE

Expansion of commercial development is to be limited to the area east of the central business district. Linear commercial development adds to traffic congestion, creates an unsightly visual character and is incompatible with the small town character of St. Helena.

POLICIES

1. To prohibit retail commercial zoning on Main Street north of Pine Street.
2. To retain Commercial zoning for existing commercial uses on Main Street south of Sulphur Springs Creek Bridge.
3. To reduce traffic congestion on Main Street south of Sulphur Springs Creek Bridge by selectively limiting further expansion of commercial development and to encourage Napa County to do likewise.

IMPLEMENTATION MEASURES

Adoption of the Zone District regulations contained in Appendix A,

and rezoning of properties in accordance with the General Plan diagram will implement these policies.

GOAL

- D. TO ENHANCE THE VISUAL ATTRACTIVENESS OF THE MAIN HIGHWAY ENTRANCES TO ST. HELENA, PARTICULARLY MAIN STREET SOUTH OF SULPHUR SPRINGS CREEK BRIDGE.

STATEMENT OF PURPOSE

The existing visual character of the Main Street south of Sulphur Springs Creek Bridge entrance to St. Helena is inconsistent with the desires of the community.

POLICIES

1. To establish design criteria and implement through the design review process.
2. Require that the minimum front building setback area be landscaped.
3. To require that parking lots be landscaped in a manner which will provide shading for parking places and provide screening of the view from Main Street.
4. Through zoning regulations to limit the size and bulk of structures in a manner which is in keeping with the small town character of St. Helena.

IMPLEMENTATION MEASURES

The following implementation measures shall be enacted in order to carryout the goal and policies described above.

1. Establish design criteria which will address the need to maintain view corridors and reduce the harshness of successive structures, signs and parking areas.
2. The City shall develop and implement a tree planting program for Main Street south of Sulphur Springs Creek Bridge.

GOAL

- E. TO REDUCE TRAFFIC CONGESTION AND CONFLICTS BETWEEN VEHICLES AND PEDESTRIANS.

STATEMENT OF PURPOSE

The quality of life in St. Helena is significantly effected by traffic congestion on Main Street. St. Helena may not through its own actions, reduce tourist traffic. Since this State Highway is not within its jurisdiction, the City should continue to exercise its prerogative of putting forth certain recommendations and requests to Caltrans to facilitate this movement of local traffic onto and across Main Street and to improve parking conditions.

POLICIES

1. To support the installation of traffic signals at

intersections along Main Street which warrant such installation.

2. Encourage through traffic to use Silverado Trail as a bypass route around St. Helena.
3. To reduce traffic congestion by exploring with Cal Trans alternative means of facilitating traffic flows on Main Street, particularly in the downtown area.
4. To pursue means to create additional public parking facilities in the core area of the downtown, particularly west of Main Street between Mitchell Drive and Adams Street.

IMPLEMENTATION MEASURES

In order to implement the above goal and policies the City shall enact the following mitigation measures:

1. Encourage the County Board of Supervisors and Cal-Trans to designate northbound State Route 29 and southbound Silverado Trail as scenic highways with appropriate directional signs for southbound Route 29 traffic.
2. Petition Cal-Trans to install a traffic signal at Adams and Main Street, Pope and Main Street, and other locations as, from time to time, are found necessary.

3. Petition Cal-Trans to create left turn lanes on Main Street from the south City Limits to Fulton-Madrona Streets.

DEVELOPMENT STANDARDS

The following general standards are intended to provide a description of the types of uses which each land use category described on the Land Use Diagram is intended to encourage.

Also included are quantitative development standards for each category. These general descriptions are intended to set the groundwork for the development of specific zone district regulations and the subsequent rezoning of commercial areas so designated. They are also to be used to evaluate consistency of proposed rezoning requests with the General Plan.

The descriptions which follow use the words local serving, local/tourist serving and tourist serving commercial land use types. These terms are defined as follows:

Local Serving Commercial

This category includes retail uses which serve the day-to-day shopping needs of local residents. Examples include supermarkets, hardware stores, beauty and barber shops, drug stores, shoe stores and the like. It should be noted that some local serving uses such as clothing stores and houseware shops may be considered

tourist oriented by reason of the particular line of merchandise they carry, making a clear distinction difficult.

Tourist & Local Serving Uses

This category includes uses which serve local needs and which at the same time are frequented by visitors. Examples include restaurants, delicatessens, wine shops, antique and gift shops.

Tourist Serving Uses

These are uses which would not want to be in St. Helena if it were not for the presence of visitors. These uses include motels, inns, and certain gift-novelty and souvenir shops.

Because it is not possible to devise a completely satisfactory definition of the above terms, the City's zoning regulations should require use permit review for uses which may, given the circumstance and the manner in which the use is operated be either tourist or local serving.

CENTRAL BUSINESS DISTRICT

PERMITTED USES

The intent of this district is to encourage uses which provide goods and services to local residents. Uses which are both local serving and tourist serving would also be allowed. Uses which are primarily tourist serving, except existing hotels, should be

prohibited. Office and long term residential rentals are encouraged for second floor space in this category.

DEVELOPMENT STANDARDS

1. The Central Business District should retain its compact nature. This means minimal setback requirements and placement of parking facilities in a manner that will not create "voids" of non-shopping space, particularly along Main Street.
2. The City should formally set up an "in lieu" parking fee as an alternative to providing on site parking.
3. Design and scale of structures shall be controlled by the Design Review Board. Guidelines used by the committee should include the following:
 - a. Specific controls on the height and bulk of buildings to insure that new structures are compatible with the existing scale of the CBD.
 - b. Controls on the use of building materials.
 - c. Encourage the use of awnings as a means of unifying street scapes.

- d. The use of landscaping to screen and shade parking and pedestrian environments and to screen unsightly areas.
 - e. Provide strict controls on signs.
 - f. Control of the design style of structures except that such controls shall attempt to compliment existing design character.
4. The City shall establish an historic preservation ordinance which will prohibit the demolition or unauthentic restoration of historic or architecturally significant structures in the CBD and throughout the City.

LOCAL SERVING COMMERCIAL

PERMITTED USES

This land use category is intended to encourage uses which serve the day-to-day shopping needs of the local service area. Typical of these uses would be grocery stores, hardware stores, family shoe stores, drug stores and the like.

DEVELOPMENT STANDARDS

- 1. Size, bulk, and building materials and design style guidelines shall be the same as those stated for the Central Business District.

2. Whenever possible pedestrian linkages other than public street sidewalks shall be provided connecting separate individual retail developments avoiding the traditional concept of a building sitting like an island in the midst of a sea of parking.
3. Sufficient parking shall be provided.
4. Parking areas shall be placed directly to the side or behind the structures they serve.
5. Landscaping in the amount of not less than 15% of the total site area shall be provided.

SERVICE COMMERCIAL

PERMITTED USES

This category is designed to encourage uses which provide services and retail outlets not considered appropriate in the Central Business District by reason of their operational characteristics and space needs. These include auto and farm equipment, sales and repairs, inns, building materials, plant nurseries, tire shops and the like.

DEVELOPMENT STANDARDS

1. Sufficient parking shall be required.

2. 15% of lot depth shall be the average front building setback along Main Street, but in no case shall the setback be less than 35 ft. The first 35 feet of the front setback shall be devoted to landscaping exclusive of driveway access with the balance, if any, of the required front setback devoted to parking or landscaping as the Design Review Board deems appropriate. Lot depth is the depth of the parcel or portion thereof which is zoned Commercial.
3. Tree plantings placed in accordance with a tree planting plan along Main Street shall be required.
4. Controls on the use of building materials.
5. Provide landscaping in the amount of not less than 20% of the gross area of the development site.

BUSINESS & PROFESSIONAL OFFICE

PERMITTED USES

This category is intended to encourage the development of business and professional offices.

DEVELOPMENT STANDARDS

1. Sufficient parking shall be provided.
2. At least 15% of the gross area of the development site shall

be devoted to landscaping unless the Design Review Board decides that either more or less than this amount is required on the basis of design considerations.

3. Controls on the use of building materials.
4. Control of building size, bulk, materials, and design style shall be the same as that described for the Central Business District.
5. Limit the location of parking to the side or rear of buildings.
6. Require at least a 15 ft. landscaped front yard.

FLOOD HAZARD AREAS

I. Basic Determinants

- (a) "Floodway" areas subject to "100 year floods" along the Napa River and other areas as may be hereafter identified are designated on the General Plan Map to be "Flood Hazard Areas".
- (b) The Flood Hazard Areas are subject to periodic inundation which can result in loss of life and property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, and impairment of the tax base, all of which adversely affect the public health, safety and general welfare.
- (c) These flood losses are caused by the cumulative effect of obstructions in areas of special flood hazards which increase flood heights and velocities, and when inadequately anchored, damage uses in other areas. Uses that are inadequately floodproofed, elevated or otherwise protected from flood damage also contribute to the flood loss.
- (d) Flood Hazard Areas are generally unsuitable and sometimes hazardous for intensive urban development.
- (e) Reclamation of Flood Hazard Areas for intensive urban development through local major channel improvement or realignment cannot generally be accomplished without adverse impact on downstream properties.
- (f) Flood Hazard Areas are generally suitable for most agricultural uses, some recreational uses, and open space uses of a similar nature.
- (g) Flood Hazard Areas, particularly the water courses, are generally the habitat of riparian vegetation and wildlife.

II. Goals:

Goals for the management of Flood Hazard Areas are to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas by provisions designed:

- (a) To protect human life, health, and property;
- (b) To minimize expenditure of public money for costly flood control projects;
- (c) To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;

- (d) To minimize prolonged business interruptions;
- (e) To minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, streets and bridges located in areas of special flood hazard;
- (f) To help maintain a stable tax base by providing for the second use and development of areas of special flood hazard so as to minimize future flood blight areas;
- (g) To insure that potential buyers are notified that property is in an area of special flood hazard; and,
- (h) To insure that those who occupy the areas of special flood hazard assume responsibility for their actions;
- (i) To preserve the riparian vegetation and wildlife in the area;
- (j) To assure that any development in the area will not be detrimental to downstream properties.

III. Policies:

In order to accomplish the goals for management of Flood Hazard Areas the following policies are hereby adopted.

- (a) Intensive Urban Development of Flood Hazard Areas shall not occur during the period of the General Plan.
- (b) The City shall maintain a Flood Plain Zoning Ordinance applicable to land within Flood Hazard Areas. Land will also be zoned to agriculture or other open space categories. Other appropriate open space uses shall be encouraged.
- (c) The City shall adopt special building regulations applicable to development within Flood Hazard Areas.
- (d) Uses which are dangerous to health, safety, and property due to water or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities; shall be restricted or prohibited.
- (e) Uses vulnerable to floods, including facilities which serve such uses shall be protected against flood damage at the time of initial construction.
- (f) The alteration of natural flood plains, streams channels, and natural protective barriers, which help accommodate or channel flood waters shall be controlled.
- (g) Filling, grading, dredging, and other development which may increase flood damage shall be controlled.
- (h) The construction of flood barriers which will unnaturally divert flood waters or which may increase flood hazards in other areas shall be prevented or regulated.

WOODLANDS AND WATERSHED

I. Basic Determinants

- (a) The northwest edge of the City and the Howell Mountain Road area east of Silverado Trail are areas of steep slopes and valleys which are heavily wooded and sparsely populated and the lower ends of minor watersheds.
- (b) The aforementioned areas are unsuitable for intensive residential or other urban use and unsuitable for significant agricultural use because of steep slopes and soils having poor compatibility for agricultural use.
- (c) The aforementioned areas are remote from existing community services such as schools and public safety.
- (d) Water services are in near proximity to the fringes of the aforementioned areas.
- (e) Sewer services are in proximity to the fringes of the westerly area, however their extension for low density development would not be economically feasible.
- (f) Heavy vegetation, steep slopes, poor access, and the lack of a constant water supply cause the hill areas to have a high fire hazard.
- (g) Hill areas serve as the habitat for wildlife and unique vegetation and as community open space.

II. Goals

- (a) To allow limited residential development of hillside areas commensurate with the availability of community services and public utilities.
- (b) To encourage estate type development in hill areas which are not suitable for agricultural use rather than the continued subdivision of prime vineyard lands.
- (c) To preserve the wildlife, vegetation and open space characteristics of the area.

III. Policies: The following policies shall be applicable to development of "Woodland and Watershed" areas.

- (a) Areas shall be developed in an orderly manner which will assure the proper extensions of utilities and streets where required.
- (b) The City will adopt a special residential zoning district that will be density rather than lot size oriented to allow a variety of lot sizes compatible with the topography of the area.

- (c) The City will adopt public works standards suitable for lower density and hillside development areas.
- (d) Areas will only be developed where fire hazards are mitigated and high fire protection standards can be maintained.
- (e) Areas will only be developed where public domestic water supply and sewage treatment facilities are available or if private facilities are found by the City to be satisfactory to serve the area.
- (f) The clustering of residences shall be encouraged provided provisions can be made for the permanent maintenance of open space.

IV. Standards

- (a) Density: The average residential density in woodland and watershed areas shall be 0.4 dwellings per acre (one D.U./ 2.5 acres).

INDUSTRY

Goals

1. To provide suitable locations for industry, compatible with existing environmental values.
2. To provide employment and add value to the city's tax base.

The General Plan map designates areas south of Mills Lane and east of State Highway 29 for new industrial locations. These areas are flat, free of flooding, have direct access to rail and highway transportation, and are presently undeveloped for urban uses. The Plan map also designates an area west of Main Street and south of Sulphur Creek for industrial use.

The land just east of the central business district, once designated for industry on the city zoning map, is better suited for commercial uses and higher-density housing.

New industry in St. Helena will be subject to zoning and subdivision standards that will result in compatible development patterns such as those typically found in "industrial parks."

SCHOOLS AND PARKS

Goals

1. To provide school and park sites in locations that are accessible to the area they serve.
2. To relate schools and parks to a system of connecting spaces.

Present school facilities in St. Helena are adequate to at least 1980. Beyond that, additional classrooms can be built on land already available at the Senior High School and Robert Lewis Stevenson Intermediate School.

The school district owns a vacant 14-acre parcel adjoining high school and Crane Park. This site is suitable for a future elementary or intermediate school.

No additional school sites are needed in the foreseeable future.

Crane Park, a well developed 14-acre tract adjoining the high school, is the only large park in the city. Lyman Park, adjacent to City Hall, is used mainly by tourists who picnic there.

St. Helena will need additional parks as the city grows. At least two larger parks will be needed, north and west of Spring Street west of the highway as more and more new homes are built.

Suitable locations need to be identified well in advance of the time these areas begin to build up and the land acquired as city resources permit.

The city will continue its present policy of cooperation with the school district to share the responsibility for playgrounds.

As new areas are subdivided, the city will encourage the development of an "open space system" to provide footpaths and bikeways connecting parks, schools, and shopping areas with residential neighborhoods.

UTILITIES

Goals

1. To assure that all new residential subdivisions, and all business and industrial properties are served by the City's water and sanitary sewer systems.
2. To upgrade these systems as necessary to meet public health and safety standards.
3. To assure that the cost of utilities is allocated among all users in a fair and equitable manner.

The city water system has an adequate supply to meet foreseeable growth. The chemical and bacteriological quality of the water is well within public health standards. Turbidity and color, however, are often below normal standards.

The distribution system consists of many 4-inch mains, which are inadequate for fire protection, and many of the mains dead-end, causing low pressures.

The City intends to replace undersized mains and loop existing dead-end lines on a regular schedule as resources permit.

The sanitary sewer system consists of 4-inch and 6-inch laterals except for the newer lines down Hunt and Pope Streets. The older lines are undersized and leaky. Winter flows are as much as five times dry-weather flows as a result of infiltration. Lack of capacity of the older lines causes surcharging, which is both a nuisance and a public health problem.

The City intends to replace existing substandard sanitary sewers on a regular schedule as resources permit.

The sewage treatment plant has adequate capacity in dry weather but exceeds design capacity in wet weather.

The General Plan map shows the need to acquire more land around the plan to allow for the expansion of existing ponds, as the population of the city grows and/or state water pollution standards are raised.

II. CIRCULATION ELEMENT

Section 65302 (b) of the Government Code requires cities and counties to include within their General Plan a "Circulation Element,"

"consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and facilities, all correlated with the land use element of the plan,"

The Circulation Element of the St. Helena General Plan is organized under the following headings: (1) Existing Conditions; (2) Community Needs; (3) Policies and Proposals; and (4) Standards.



A. EXISTING CONDITIONS

- (a) Regional highway facilities serving St. Helena are State Highway 29 (Main Street) and the Silverado Trail, the two north-south highways through the valley.
- (b) Other regional transportation facilities are limited to a branch line of the Southern Pacific Railroad, which runs north and south through St. Helena and dead-ends near the north end of the city and limited bus service. The nearest public airport is at Napa; there are small privately owned airfields at Calistoga, south of St. Helena on Whitehall Lane and at Angwin.
- (c) The system of local streets in St. Helena has been developed piecemeal over the years and depends heavily on Highway 29 for north-south movement.
- (d) Highway 29 and Silverado Trail are connected by Pope Street, continuous east-west streets are Madrona and Spring Streets.
- (e) The area of the City west of Main Street was platted as a grid system with short, straight streets, and mostly four-way intersections. Street widths are generally adequate to carry local traffic volumes. Newer streets are curved and looped, with cul-de-sacs.

B. COMMUNITY NEEDS

- (a) A major need is a solution to the present traffic congestion created by vehicular traffic on State Highway 29 through St. Helena.
- (b) A related problem is the lack of adequate north-south routes within the City. At present the only improved route between most residential districts and St. Helena High School or other destinations south of Pope Street is Highway 29. The Silverado Trail is too far east to serve as an alternative route for local traffic, both now and in the future.
- (c) There is growing public interest in alternative transportation modes. Bicycles are becoming more common, and people who once took their cars even a short distance are beginning to walk. Many other people and others who do not drive a car would benefit from a more comprehensive system of public transportation.

C. POLICIES AND PROPOSALS

(a) Major Streets or Highways

1. The Plan proposes that Highway 29 (Main Street) will continue to serve as a major north-south through route.
2. The Plan proposes that the Silverado Trail serve as an alternate through route. Implementation of this proposal should include county and state action to improve accessibility to the Silverado Trail both in the lower and upper valley and to make improvements in roadway width and alignment.
3. The Plan proposes that Deer Park Road and Zinfandel Lane, which are both County roads, to serve as major east-west routes connecting Highway 29 and Silverado Trail.
4. An alternate route proposed to accommodate north-south through traffic on a bypass located on an alignment east of Highway 29, from near Rutherford to Deer Park Road was rejected. Such a bypass would carry fast-moving traffic through what is now prime vineyard land, with a consequent impact on that environment. Also winery-bound tourist traffic would still be expected to use the "old highway", with no significant relief of downtown traffic congestion anticipated, and the narrow valley would be left with three major north-south routes.
5. No freeways are proposed on the Plan.
6. To alleviate congestion and traffic hazards on Highway 29, traffic control devices within the existing right-of-way, minor adjustments in the right-of-way, left-turn refuge lanes, improved signing, and access control will be encouraged as may be appropriate.

(b) Collector Streets

1. To supplement Main Street as a north-south local traffic carrier, north-south collector streets are proposed east and west of downtown. Both routes will require construction of a bridge over Sulphur Creek, one at Valley View Avenue and one approximately 2,000 feet east of Main Street.
2. Existing streets and, when required, their extensions will serve as east-west collector streets as indicated on the Plan.
3. To improve the function of Pope Street as a collector street, a second bridge will be required to cross the Napa River.

(c) Miscellaneous

1. Extension of Mitchell Drive is proposed.
2. The Plan proposes to supplement north-south access for local traffic, both east and west of Highway 29 through increased utilization of Oak Street, Railroad Avenue, and Church Street.
3. Access to and across Highway 29 within the central business district will be improved by the construction of additional traffic lights.
4. In reviewing new subdivision plats and planned unit developments, the City will encourage the provision of bike-ways and footpaths separate from the street system. The City will further seek opportunities to provide these facilities as a part of its open space plan, as described in the Environmental Resource Element of the General Plan.

5. Classification of Streets

- | | |
|-----------------------------|--|
| (a) Freeway or Expressway | A street of major importance with four (4) or more lanes (present or future) which provide for the expeditious movement of large volumes of through traffic between areas and through or to a city. It may have full or partial control of access, and intersections may or may not be at grade. |
| (b) Major Street or Highway | A street providing through traffic movement between areas and across or to a city with intersections at grade and direct access to abutting property subject to necessary control of entrances, exits, and curb use. |
| (c) Parkway | A street having major landscaping installed within its right-of-way either in a median strip, along its periphery or both. Parkway shall also include a street serving recreation areas not withstanding any landscaping. |
| (d) Collector Street | A street providing for traffic movement between major streets or highways and local streets and access to abutting properties. Collector street can also include the principal entrance streets of residential developments and streets for circulation of traffic within such developments. |

- (e) Local Street A street primarily for access to residential, business, industrial, or other abutting property.
- (f) Scenic Highway A street designated as a scenic highway pursuant to the State Streets and highway Code by the State or any local agency.
- (g) Frontage Street A street contiguous to and generally paralleling a major street or railroad right-of-way and designed to intercept, collect, and distribute traffic desiring to cross, enter, or leave such facility and to furnish access to property which otherwise would be isolated as a result of controlled access features.
- (h) Cul-De-Sac Street A Dead-End Street with provisions for turning movements at the end. A Cul-De-Sac Street shall not normally serve more than sixteen dwellings.
- (i) Dead-End Street A street open at one end only which generally terminates at a property line and is intended for future extension to serve abutting properties.

6. Designation

- (a) Freeway or Expressway: None proposed
- (b) Major Street or Highways:
 - a. Deer Park Road
 - b. Silverado Trail
 - c. Main Street/highway 29
 - d. Zinfandel Lane between Highway 29 and Silverado Trail.
- (c) Collector Streets: Those streets indicated on Plat A and on the General Plan Map and such other streets as may be designated and or developed as collector streets in the future.
- (d) Local Streets: All streets in the City of St. Helena otherwise designated are considered as local streets.



CIRCULATION PLAN

CITY OF ST. HELENA

February 28, 1978



D. STANDARDS

Standards for the design and improvement of streets and other circulation facilities are described in this section of the General Plan and in the City's subdivision and other regulating ordinances and resolutions.

(a) Street Widths

1. Local streets will have a minimum right-of-way width of 56 feet and a roadway width of 36 feet.
2. Collector streets will have a minimum right-of-way width of 60 feet and a roadway width of 40 feet.
3. Major streets will have a minimum right-of-way width of 84 feet and a roadway width of 64 feet.
4. Frontage streets will have a minimum right-of-way width of 45 feet and a roadway width of 32 feet.

(b) Street Improvements

1. Curbs, gutters and sidewalks may be required on both sides of a roadway within the street right-of-way in conjunction with any new subdivision or other site development.
2. Residential sidewalks when required shall have a width of at least 4.5 feet.
3. Commercial and industrial sidewalks when required shall have a width of at least 6 feet.
4. All roadways shall be surfaced in accordance with City standards.

5. Exceptions

- (a) In the case of a frontage street only one sidewalk shall normally be required.
- (b) In rural residential or other low density residential areas the City may reduce sidewalk widths or eliminate one or both sidewalks depending on street function and other traffic characteristics. Reduction in standards shall be subject to City Council approval.
- (c) In industrial areas the City may reduce sidewalk widths or eliminate one or both sidewalks depending on street function and other traffic characteristics and on the intensity and type of industrial uses proposed or existing in the area. Reduction in standards shall be subject to City Council approval.

HOUSING ELEMENT
OF THE ST. HELENA
GENERAL PLAN

Adopted by the St. Helena Planning Commission on
October 15, 1985 and by the St. Helena City Council
on July 28, 1986 - Resolution No. 86 - 28

TABLE OF CONTENTS

Introduction	65
Background	65
Housing Needs Assessment	65
Summary of Housing Needs	66
Population Characteristics	69
Population, Housing, Household Characteristics	71
Housing Characteristics	72
Household Characteristics	74
Regional Housing Need	80
Special Housing Needs	83
Large Families	83
Female Headed Households	83
Minority Households	83
Elderly Households	83
Handicapped	84
Farmworkers	84
The Homeless	85
Vacant Land Inventory	87
Sites Suitable for Affordable Housing	89
Government/Non-Government Constraints	93
Government Constraints	93
Sanitary Sewer	94
Water	95
Processing and Permit Procedures	95

Government/Non-Government Constraints (continued)

Existing Housing Programs	96
Building Codes and Enforcement	96
Fees and Extractions	96
Non Government Constraints	97
Housing Dynamics	100
Energy Conservation	101
Housing Goals, Policies and Programs	102
Goal A	102
Policy A-1	102
Policy A-2	103
Policy A-3	103
Policy A-4	105
Policy A-5	105
Goal B	106
Policy B-1	106
Policy B-2	106
Policy B-3	106
Goal C	107
Policy C-1	107
Policy C-2	107
Goal D	107
Policy D-1	107
Recap of Housing Objective.....	108
Appendix A - Definitions	109

TABLES

Table 1	Population Growth, Bay Area, Napa County, St. Helena 1960-2000	69
Table 2	Total Employment, Bay Area, Napa County, St. Helena 1980-2000	70
Table 3	Employment by Industry Sectors, St. Helena 1980-2000	70
Table 4	Age & Sex of Population, Napa County and Cities 1980	71
Table 5	Napa County Minority Population 1980	72
Table 6	Dwelling Units by Type of Structure, Napa County and St. Helena 1975 & 1980	72
Table 7	Napa County Dwelling Units by Tenure 1970 & 1980	73
Table 8	Housing Units by Tenure and Occupancy Status by Units in Structure, St. Helena 1980	73
Table 9	Year-round Housing Units by Tenure and Occupancy Status by Number of Bedrooms St. Helena 1980	74
Table 10	Year-round Housing Units by Tenure and Occupancy Status by Year Structure Built, St. Helena 1980	74
Table 11	Napa County Household Characteristics 1980	75
Table 12	Household/Family Income, St. Helena 1980	75
Table 13	Households by Size, St. Helena 1980	76
Table 14	Specified Renter-Occupied Housing Units by Gross Rent, St. Helena 1980	76
Table 15	Specified Owner-Occupied Non-condominium Housing Units by Mortgage Status and Selected Monthly Owner Costs, St. Helena 1980	77
Table 16	Specified Renter-Occupied Housing Units by Household Income in 1979 by Gross Rent as a Percent of Income, St. Helena 1980	77

Table 17	Specified Owner-Occupied Non-condominium Housing Units by Household Income in 1979 by Selected Monthly Ownership costs as a Percentage of Income, St. Helena 1980	77
Table 18	Housing Conditions Survey, St. Helena 1972 & 1984	78
Table 19	Occupied Housing Units by Year Built by Persons per Room, St. Helena 1980	80
Table 20	Existing/Projected Housing Need, Napa County and Cities 1980-1990	80
Table 21	Projected Housing Need by Type, St. Helena 1980-1990	81
Table 22	Existing/Projected Household Income Distribution, St. Helena, 1980-1990	82
Table 23	Average Annual Housing Need by Income Group, St. Helena 1985-1990	82
Table 24	Existing Dwelling Unit Count and Zoning Holding Capacity, St. Helena, January 1984	88
Table 25	Holding Capacity by General Plan Designation, St. Helena 1978	89
Table 26	Development Potential of Sites Suitable for Affordable Housing	89
Table 27	Construction Wages and the Consumer Price Index 1950-1981	98
Table 28	Cost of Construction Materials 1970-1979	98
Table 29	Monthly Mortgage Payments, 30 Year Amortization	99

FIGURES

Figure 1	Typical Obsolescence of Wood Frame Single Family Dwelling	79
Figure 2	Sites Suitable for Affordable Housing	90

HOUSING ELEMENT

Introduction

The State of California requires that each City's General Plan contain a Housing Element. Such elements are to be guided by the following housing objectives:

1. Provision of decent housing for all persons regardless of age, race, sex, marital status, source of income, or other arbitrary factors.
2. Provision of adequate housing by location type, price and terms.
3. Development of a balanced residential environment including access to jobs, community facilities, and services.

The purpose of the Housing Element is to provide documentation of housing needs and a schedule of actions the City will take to meet a specified number of the City's housing needs.

This Housing Element includes an analysis of housing needs, a statement of goals and policies, a schedule of programs and actions and an estimate of the number of housing units the City expects to be developed, improved and maintained during the 1980 - 1990 period.

Background

The current Housing Element was adopted in 1975. The Element has been found by the State Department of Housing and Community Development (HCD) to "----not comply with the requirements of the Guidelines". (1977 State Guidelines) The HCD letter dated March 1, 1983 goes on to state that "In general, the element does not adequately access the community housing needs or adequately survey the availability of residential building sites for new construction. More importantly, the elements' programs are not fully described nor do they contain quantified objectives."

Since the publication of this letter, the State has amended its guidelines and required that all Housing Elements conform to these guidelines by appropriate amendment prior to July 1, 1984.

This draft Housing Element represents a complete revision of the existing Housing Element.

Housing Needs Assessment

The purpose of this portion of the Housing Element is to provide data and analysis in order to quantify the City's housing needs.

State law requires that the needs assessment include the following:

- . Analysis of population and employment trends and growth
- . Quantified projections of the city's housing needs for all income

levels.

- . Analysis of household characteristics.
- . Inventory of land suitable for residential development.
- . Analysis of governmental and non-governmental constraints on housing.
- . Analysis of special housing needs.
- . Analysis of opportunities for residential energy conservation.

Summary of Housing Needs

The major factual conclusions of the Housing Needs Assessment are as follows:

- . Population - According to the City's Growth Management Element of the General Plan, from 1985 to 1990 the population of the City of St. Helena is planned to increase by 693 persons from 5,514 to 6,207, an average of about 139 per year or 2.5%. The percentage increase is less than in recent years.

Since 1980 the City of St. Helena has not met the housing needs of the community. The General Plan projection for 1985 is a population of 5,514. At a person per household rate of 2.155, about 2,559 occupied housing units would be needed in 1985, an increase of 413 occupied units from the 1980 total of 2,146. For the period 1980 through 1984, 153 units have been approved for building permits, leaving a balance of 260 needed by 1985.
- . Regional Housing Need - ABAG's regional housing need projection for St. Helena is 786 units between 1980 and 1990. This would result in a 1990 total of 2,932 units. The City General Plan projection is 6,207 people or 2,984 occupied units at a PPH of 2.08, a housing total slightly higher than ABAG's projection. The total ten year increase would be 838 compared to ABAG's 786 projection.
- . Employment - Employment will increase moderately between 1985 and 1990 with manufacturing (wine industry) outpacing other sectors by nearly two to one.
- . Sex and Age - St. Helena has the highest proportion of females of all Napa County areas. The city also has a high population of elderly (65 and over), except when compared to Calistoga and

Yountville. A high proportion of elderly are also female.

- . Minority - Some 28% of the city population is minority, and 57% of the city's minority population is Spanish.
- . Dwelling Units - Some 67% of all St. Helena's units are single family; 24% are 5-plex apartments or larger. Only 9% are 2 - 4 plexes and mobile homes.
- . Tenure - In 1980 only 54.4% of occupied units were owner occupied (vs. 62.2% county-wide) while 41.1% were renter occupied. A startling 0% of renter units were vacant; only 2.3% of units were available for sale; 2.2% were just not available. Vacancies were either newly constructed sales units just on the market or sales units built more than 30 years ago. Some 25% of all single family units were among those rented; 30% of all rental units were single family. Most rental units were studio and one- or two-bedroom units in single family or apartments of 5 or more units.

The most serious housing need in St. Helena is affordable multiple-family rental units. The 1980 rental vacancy factor was zero. Over 30% of all renter occupied units in 1980 were single family units. In 1980, 239 renter households with less than \$10,000 annual income paid more than 35% of income for their housing. This represented more than 32% of all renter households.

- . Household Size - The 1980 persons per household (PPH) was 2.23. Due to continued decline in birthrates and increasing proportions of adults who live alone, the PPH could decline to 2.08 by 1990 at an annual decrease of 0.015. Some 74% of households in 1980 were either 1 or 2 person households.
- . Income - 701 or 33% of all St. Helena households had annual household income less than \$10,000 in 1979. The median (mid-point) household income was \$15,652.

With 74% of all households 1 or 2 persons and 33% of all households earning less than \$10,000 annually, studio and one bedroom rental units are especially needed.

- . Housing Costs - The median rent in 1980 was \$259 per month.

The median monthly non-condominium owner payment was \$401. Of renters, 239 units required 35% or more of annual income for rent where annual income was less than \$10,000. For owners, 49 units required 35% or more of annual income where annual income was less than \$10,000.

- . Housing Condition - Between 1972 and 1984 the condition of St. Helena's housing stock improved. In 1972, 120 units were either deteriorated or dilapidated. In 1984, 76 units were either deteriorated or dilapidated, a reduction of 44 or 37%.
- . Regional Housing Need - ABAG estimates a 1980-1990 need of 786 housing units, an average annual need of 79 units. From 1980 through 1984, 153 units were granted building permits, an annual rate of 38. Of these 153 units - 54 were single family detached, 89 were single family condominium units and 10 were rental units. ABAG projects 66.3% of the 786 units needed as single family; 29.3% as multiple and 4.4% mobile home. ABAG further projects 28% very low; 18% low; 20% moderate and 34% above moderate household income distribution.
- . Special Housing Needs - Female headed, Spanish-origin, elderly and farmworker households in St. Helena represent special housing needs.
- . Land Availability - Adequate vacant and under-utilized land exists in St. Helena to accommodate the population goal of 7,868 by the year 2000. The zoning map would restrict nearly 90% of all new dwelling units to single-family districts.
- . Government Constraints - Governmental constraints frustrate the construction of new, affordable housing for low and moderate income households. Zoning and inadequate sewer capacity are the main constraints on all new housing and especially affordable housing.

Government constraints, particularly lack of multi-family zoned land and inadequate sewer capacity, require attention before new housing and especially affordable rental housing can be constructed. Lack of rental subsidies constrains affordable rental housing in the existing housing supply.

- . Non-Government Constraints - Land costs, financing, construction costs and upward filtering are private market

constraints on affordable housing.

Non-governmental constraints, such as high land cost, can be altered by government assistance.

POPULATION CHARACTERISTICS

Population Projections and Employment

A starting point to analyze the housing needs of St. Helena is an overview of historical and projected populations and employment growth. The rates of population and employment growth are factors relevant to housing demand and ability to pay for housing.

Between 1960 and 1980 Napa County and St. Helena grew in population by 51% and 80% respectively. Between 1980 and 2000 the population increases are expected to moderate to 24% and 45% respectively. Table 1 shows the actual and projected numbers of persons over the 1960 to 2000 period. The 1985 to 2000 year figures for the Bay Area and Napa County are from ABAG's Projections 83, the most current population and employment data projections. The City's projections are derived from the Growth Management Element of the General Plan.

In terms of employment, Table 2 shows 1980 to 2000 employment projections for the County as a whole and St. Helena. Following the slower rate of population growth forecast for the period, employment growth will also moderate. Table 3 presents more detailed data on employment in several industry sectors between 1980 and 2000. The major growth industry, not surprisingly, is manufacturing (the wine industry) which is forecast to double in employment. The retail, services and "other" categories will increase between 40% and 43%. The only decline is forecast in agriculture.

Table 1: POPULATION GROWTH, BAY AREA, NAPA COUNTY, ST. HELENA, 1960-2000

	<u>Historical</u>		<u>Projected</u>		
	<u>1960</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>2000</u>
BAY AREA	3,638,939	5,179,793	5,496,000	5,745,000	6,142,500
NAPA COUNTY	65,890	99,199	104,000	112,350	123,000
ST. HELENA	2,722	4,898	5,514	6,207	7,868

Source: U.S. Census; ABAG; City of St. Helena

Table 2: TOTAL EMPLOYMENT, BAY AREA, NAPA COUNTY,
ST. HELENA, 1980-2000

	1980	1985	1990	2000
BAY AREA	2,538,900	2,737,200	2,981,700	3,524,800
NAPA COUNTY	35,896	39,100	42,200	47,900
ST. HELENA	2,843	3,230	3,570	4,200

Source: ABAG

Table 3: EMPLOYMENT BY INDUSTRY SECTORS,
ST. HELENA, 1980-2000

	<u>1980</u>	1980 - 2000		<u>2000</u>
		<u>1985</u>	<u>1990</u>	
AGRICUL.	414	340	330	330
MANUF.	759	1,070	1,260	1,510
RETAIL	448	490	530	640
SERVICES	737	800	870	1,030
OTHER	<u>485</u>	<u>530</u>	<u>580</u>	<u>690</u>
TOTAL	2,843	3,230	3,570	4,200

SOURCE: ABAG

The moderate but steady population and employment growth in St. Helena over the next 15 years means continuing demand for housing and limited new employment opportunities.

POPULATION, HOUSING AND HOUSEHOLD CHARACTERISTICS

Population Characteristics

Further insights contributing to an understanding of St. Helena's housing needs result from analysis of detailed population, housing and household characteristics, most of which is found in 1980 census data. The previous section detailed overall population trends. Table 4 below compares 1980 population data for St. Helena with other communities in Napa County. The population data is broken down into age and sex categories for St. Helena and Napa County areas.

Table 4: AGE AND SEX OF POPULATION, NAPA COUNTY AND CITIES, 1980

		Age					Total (%)
		<u>0-17</u> (%)*	<u>18-34</u> (%)	<u>35-59</u> (%)	<u>60-64</u> (%)	<u>65+</u> (%)	
Unincorporated	(M)	4,458 (51.1)	5,506 (52.5)	5,431 (50.1)	993 (49.3)	2,125 (46.3)	18,513 (50.5)
	(F)	4,270 (48.9)	4,975 (47.5)	5,408 (49.9)	1,022 (50.7)	2,462 (53.7)	18,137 (49.5)
City of Napa	(M)	6,795 (50.2)	7,251 (49.1)	6,684 (48.2)	1,041 (44.9)	2,453 (38.4)	24,224 (47.6)
	(F)	6,744 (49.8)	7,509 (50.9)	7,188 (51.8)	1,276 (55.1)	3,938 (61.6)	26,655 (52.4)
Town of Yountville	(M)	140 (56.0)	207 (55.1)	378 (62.5)	243 (72.8)	956 (82.0)	1,924 (66.5)
	(F)	110 (44.0)	169 (44.9)	227 (37.5)	91 (27.2)	372 (28.0)	969 (33.5)
City of St. Helena	(M)	512 (52.6)	549 (52.1)	516 (46.1)	131 (40.4)	547 (38.3)	2,255 (46.0)
	(F)	461 (47.4)	504 (47.9)	604 (53.9)	193 (59.6)	881 (61.7)	2,643 (54.0)
City of Calistoga	(M)	340 (49.1)	444 (54.5)	374 (46.8)	101 (36.3)	555 (42.9)	1,814 (46.8)
	(F)	353 (50.9)	370 (45.5)	426 (53.2)	177 (63.7)	739 (57.1)	2,065 (53.2)
County Total	(M)	12,245 (50.6)	13,957 (50.8)	13,383 (49.1)	2,509 (47.6)	6,636 (44.2)	48,730 (49.1)
	(F)	11,938 (49.4)	13,527 (49.2)	13,853 (50.9)	2,759 (52.4)	8,392 (55.8)	50,469 (50.9)

Source: 1980 U.S. Census

*Percentage is male/female within each age range by community

A third important characteristic of the population is racial or ethnic makeup. Table 5 identifies the racial characteristics of Napa County and its urban communities. The data indicates the largest minority population as being Spanish origin with a concentration in the City of Napa. St. Helena also has a large Spanish population.

Table 5: NAPA COUNTY MINORITY POPULATION, 1980

	<u>Black</u>	<u>Indian</u>	<u>Asian</u>	<u>Spanish</u>	<u>Other</u>	<u>Total</u>
Unincorporated	729	251	1,117	2,802	1,531	6,430
City of Napa	99	408	912	4,165	2,039	7,623
Town of Yountville	28	26	24	208	131	417
City of St. Helena	24	14	25	793	532	1,388
City of Calistoga	<u>7</u>	<u>26</u>	<u>17</u>	<u>698</u>	<u>403</u>	<u>1,151</u>
County Total	887	725	2,095	8,636	4,636	17,009

Source: 1980 U.S. Census

St. Helena has a somewhat higher proportion of females than all other Napa County areas. The City also has a high proportion of elderly and minorities. All three of these groups often experience housing problems and are further discussed in the Section on Special Housing Needs.

Housing Characteristics

Housing characteristics are the next type of data which describes the physical makeup of the city's housing stock. Table 6 indicates the types of dwelling units in Napa County and St. Helena in 1975 and 1980.

Table 6: DWELLING UNITS BY TYPE OF STRUCTURE, NAPA COUNTY AND CITY OF ST. HELENA, 1975 AND 1980

	<u>Total County</u>	<u>Unincorporated Co.</u>	<u>St. Helena</u>	
	1975	1980	1975(%)	1980(%)
Single Family	24,238	28,265	9,732	10,281
2-4 plex	3,582	3,081	624	854
5-plex+	3,005	4,224	482	876
Mobile Home	2,688	2,834	1,001	1,233
Other	<u>28</u>	<u>--</u>	<u>8</u>	<u>--</u>
Total	33,541	38,404	11,847	13,244
			1,613	2,247

Source: 1975 Special Census
1980 U.S. Census

Table 7 indicates dwelling units by tenure, including vacancies.

Table 7: NAPA COUNTY DWELLING UNITS BY TENURE, 1970 AND 1980

	Total County		Unincorporated County		City of St. Helena	
	<u>1970</u>	<u>1980(%)</u>	<u>1970</u>	<u>1980(%)</u>	<u>1970</u>	<u>1980(%)</u>
Owned						
Occupied	16,888	23,894(62.2)	7,619	8,984(67.9)	778	1,223(54.4)
Renter						
Occupied	8,210	12,730(33.1)	2,809	3,218(24.3)	463	923(41.1)
Vacant						
For Sale	255	298 (0.8)	111	99 (0.7)	7	51 (2.3)
Vacant						
For Rent	489	270 (0.7)	113	61 (0.5)	17	0 (0)
Not						
Available	<u>996</u>	<u>1,213</u> (3.2)	<u>656</u>	<u>875</u> (6.6)	<u>52</u>	<u>50</u> (2.2)
Total	26,838	38,405	11,308	13,237	1,317	2,247

Source: 1970 U.S. Census
1980 U.S. Census

ABAG cross-tabulations of 1980 Census data have produced some indicative relationships. For example, Table 8 shows type of unit by occupancy status or tenure.

Table 8: HOUSING UNITS BY TENURE AND OCCUPANCY STATUS BY UNITS IN STRUCTURE, ST. HELENA 1980

Type of Unit	Total Year-Round	Total Occupied	Owner Occupied %	Renter Occupied %
1 Detached	1,407	1,318	1,039(85.1)	279 (30.2)
1 Attached	103	103	32 (2.6)	71 (7.7)
2	56	56	11 (0.8)	45 (4.8)
3 and 4	48	48	18 (1.5)	30 (3.3)
5 or more	537	525	27 (2.2)	498 (54.0)
Mobile home or trailer	<u>96</u>	<u>96</u>	<u>96</u> (7.8)	<u>9</u> (0)
Total	2,247	2,146	1,223	923

Source: 1980 U.S. Census

Table 9 tabulates tenure by number of bedrooms. Interpretation also reveals that there were no vacant 1 or 4 bedroom units. A dozen studios were vacant but 89 2 or 3 bedroom units were vacant.

Table 9: YEAR-ROUND HOUSING UNITS BY TENURE AND OCCUPANCY STATUS BY NUMBER OF BEDROOMS, ST. HELENA, 1980

<u>Number of Bedrooms</u>	<u>Total</u>	<u>Total Occupied</u>	<u>Owner Occupied(%)</u>	<u>Renter Occupied(%)</u>
None	149	137	0 (0)	137(14.8)
1	351	351	42 (3.4)	309(33.5)
2	865	827	484(39.6)	343(37.2)
3	691	640	548(44.8)	92 (9.9)
4	155	155	125(10.2)	30 (3.3)
5 or more	<u>36</u>	<u>36</u>	<u>24</u> (2.0)	<u>12</u> (1.3)
Total	2,247	2,146	1,223	923

Source: 1980 U.S. Census

Finally, Table 10 tabulates tenure, occupancy status and year unit built. Most revealing is the virtual lack of vacancies. Only very recently built homes and some older units were vacant.

Table 10: YEAR-ROUND HOUSING UNITS BY TENURE AND OCCUPANCY STATUS BY YEAR STRUCTURE BUILT, ST. HELENA, 1980

<u>Year Built</u>	<u>Total</u>	<u>Total Occupied</u>	<u>Owner Occupied</u>	<u>Renter Occupied</u>	<u>Vacant</u>
1979 to 3/80	128	86	41	45	42
1975 to 1978	470	461	251	210	9
1970 to 1974	260	255	121	134	5
1960 to 1969	303	303	180	123	0
1950 to 1959	352	340	224	116	12
1940 to 1949	261	238	143	95	23
1939 or earlier	473	463	263	200	10

Source: 1980 U.S. Census

Household Characteristics

Household characteristics introduce data on occupants such as population per household, household income and relationships between household income and rent or house payment. Table 11 illustrates several household characteristics for Napa County and five sub-areas including St. Helena. Population per household, an important factor in projecting housing demand, is also discussed in the Summary.

Table 11: NAPA COUNTY HOUSEHOLD CHARACTERISTICS, 1980

	<u>Housing Units</u>	<u>Number of Households</u>	<u>Household Population</u>	<u>Pop. Per Household</u>	<u>Group Quarters</u>
City of Napa	20,220	19,714	50,252	2.55	627
Yountville	795	771	1,538	1.99	1,355
St. Helena	2,242	2,146	4,795	2.23	103
Calistoga	1,911	1,791	3,790	2.12	89
Unincor- porated Area	<u>13,237</u>	<u>12,202</u>	<u>32,986</u>	<u>2.70</u>	<u>3,664</u>
Total County	38,405	36,624	93,361	2.55	5.838

Source: 1980 U.S. Census

The subject of income and housing cost is perhaps the most important in terms of housing affordability. 1980 U.S. Census cross-tabulations provide several useful comparisons.

Table 12: HOUSEHOLD/FAMILY INCOME, ST. HELENA, 1979

<u>Income</u>	<u>Households(%)</u>	<u>Non-Family</u>	<u>Families</u>
Less than \$2,500	145 (6.7)	97	48
\$2,500 to \$4,999	220 (10.2)	189	31
5,000 to 7,499	169 (7.9)	114	55
7,500 to 9,999	167 (7.8)	67	100
10,000 to 14,999	332 (15.4)	107	225
15,000 to 19,999	320 (14.9)	85	235
20,000 to 24,999	188 (8.7)	42	146
25,000 to 29,999	221 (10.3)	36	185
30,000 to 39,999	208 (9.7)	7	201
40,000 plus	181 (8.4)	25	156

Median \$15,652 \$19,936

Mean \$19,044 \$25,471

1984 Estimated* Family Income \$27,500

*City Planner Estimate

Source: 1980 U.S. Census

Household income includes income from all household members 15 years old or over (not just those related to the householder) and from persons living alone and in other non-family households. Family income excludes income from household members not related to the householder, persons living alone and others in non-family households. A total of 701 households or 33% of all St. Helena households had income under \$10,000 while only 234 families had income under \$10,000 in 1979. As income rises, the difference between household and family incomes narrow. In all of St. Helena there are 769 non-family households (159 male householders; 610 female householders) of which 467 or 61% have annual income under \$10,000.

Household size is identified in Table 13. Some 74% of all St. Helena households are either one or two person households.

Table 13: HOUSEHOLDS BY SIZE, ST. HELENA, 1980

1 Person Households	677 (31.5)
2 Person Households	908 (42.2)
3 Person Households	216 (10.0)
4 Person Households	187 (8.7)
5 Person Households	81 (3.8)
6 or More Person Households	<u>82 (3.8)</u>
 TOTAL HOUSEHOLDS	 2,151

Source: 1980 U.S. Census

What St. Helena households pay for housing is the next key question. This data addresses the crucial matter of affordability. Table 14 lists rental housing units by ranges of gross rent. Table 15 sets forth owner-occupied, non-condominium units by monthly costs.

Table 14: SPECIFIED RENTER-OCCUPIED HOUSING UNITS BY GROSS RENT, ST. HELENA, 1980

<u>Monthly Rent</u>	<u>Number of Units</u>
Less than \$50	11
\$60 to \$79	0
\$80 to \$99	33
\$100 to \$119	101
\$120 to \$149	47
\$150 to \$169	9
\$170 to \$199	96
\$200 to \$249	105
\$250 to \$299	155
\$300 to \$349	53
\$350 to \$399	70
\$400 to \$499	56
\$500 or More	122
No Cash Rent	30
 Median Monthly Rent	 \$259
Mean Monthly Rent	\$281

Source: 1980 U.S. Census

Table 15: SPECIFIED OWNER-OCCUPIED NONCONDOMINIUM HOUSING UNITS
BY MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS,
ST. HELENA, 1980

<u>Monthly Owner Cost/ With a Mortgage</u>	<u>Number of Units</u>	<u>Monthly Owner Cost/ Not Mortgaged</u>	<u>Number of Units</u>
\$ 0-\$ 99	0	Less than \$50	26
\$100-\$149	18	\$ 50-\$ 74	34
\$150-\$199	45	\$ 75-\$ 99	86
\$200-\$249	59	\$100-\$124	97
\$250-\$299	77	\$125-\$149	79
\$300-\$349	23	\$150-\$199	84
\$350-\$399	33	\$200-\$249	14
\$400-\$449	25	\$250 or More	3
\$450-\$499	44		
\$500-\$599	46	Median Monthly Cost	\$117
\$600-\$749	63		
\$750 or More	78		

Median Monthly Cost \$401

Source: 1980 U.S. Census

By relating income to percentage of income paid for rent or ownership, the most widely used index of affordability is measured. Tables 16 and 17 show the number of housing units by household income by rent or ownership payment as a percentage of income.

Table 16: OVERPAYING OF RENTER OCCUPIED HOUSING BY FAMILY INCOME -
1979 - ST. HELENA

<u>Rent as Percentage of Income</u>	<u>Very Low Income \$9,968 or less</u>	<u>Low Income \$9,969 to \$15,948</u>
25 to 34 percent	73	28
35% or more	239	38
Not computed	106	3

Source: 1980 U.S. Census

Table 17: OVERPAYING OF OWNER OCCUPIED NON-CONDOMINIUM UNITS BY
FAMILY INCOME 1979 - ST. HELENA

<u>Ownership Costs as Percentage of Income</u>	<u>Very Low Income \$9,968 or less</u>	<u>Low Income \$9,969 to \$15,948</u>
25 to 34 percent	28	10
35 % or more	49	10
Not computed	0	0

Tables 16 and 17 reveal that 312 renter households and 77 owner households together, a total of 18 % of all households, paid more than 25% of their incomes for housing and were thus overpaying.

Finally, the physical condition, age and overcrowding of the City's housing stock, are important indexes of housing need. Maintenance of the older housing stock is important to avoid health and safety problems for occupants. Table 10 indicates 473 units over 40 years old. Figure 1 shows the relationship between age of housing, level of maintenance and level of condition for typical single family structures.

A more appropriate evaluation of housing condition is direct inspection. In 1972 the County undertook a housing survey of St. Helena which resulted in findings that 108 units needed repair and 12 needed possible demolition. An update of the survey was conducted in April, 1984.

The 1984 survey rechecked the dwellings originally surveyed in 1972 and noted the changes in conditions. Table 18 compares the results of the two surveys.

Table 18: HOUSING CONDITION SURVEY, ST. HELENA, 1972 AND 1984

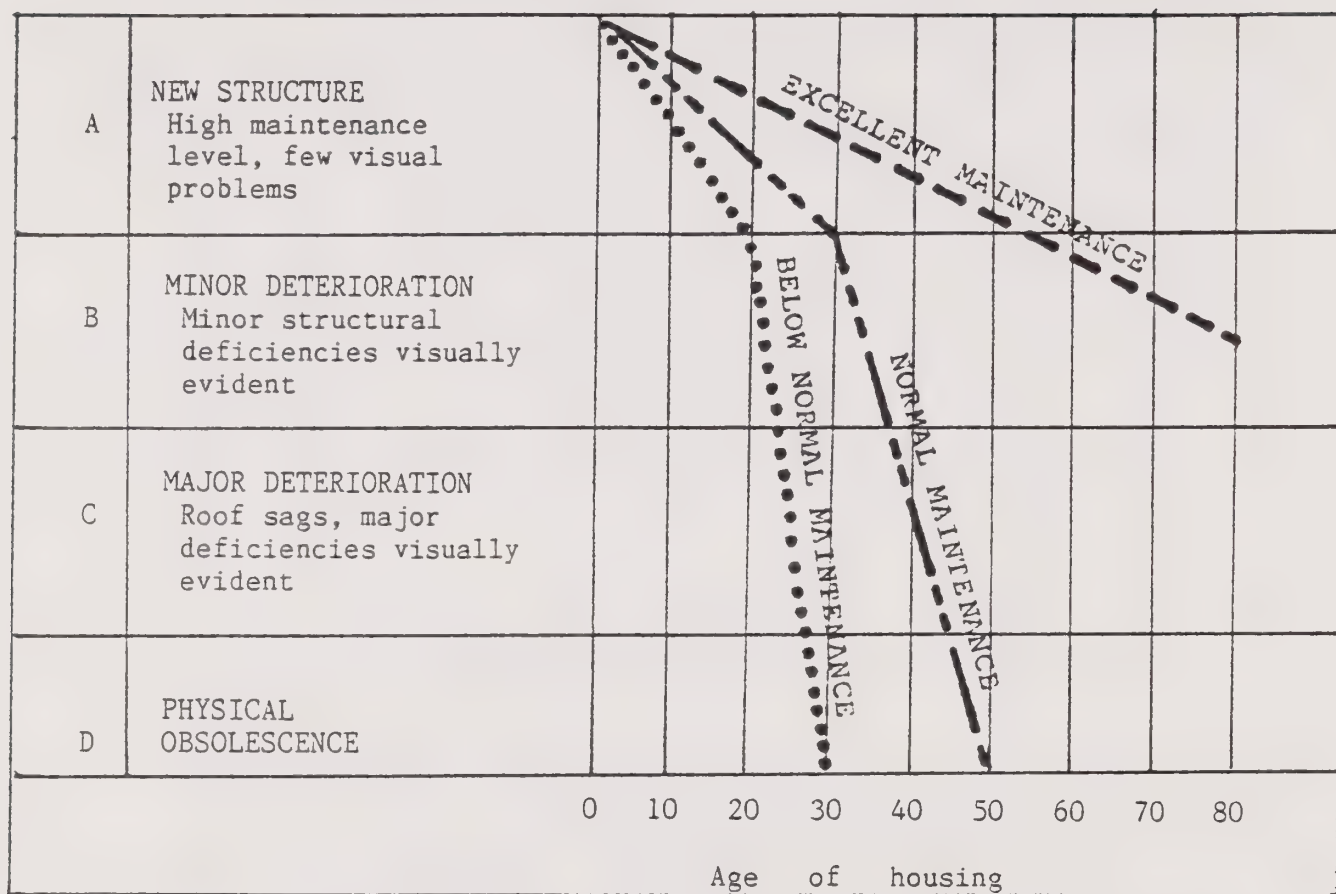
	<u>Good Condition</u>	<u>Deteriorated</u>	<u>Dilapidated</u>	<u>Total</u>
1972	26	108	12	146
1984	78	56	3	137

Source: St Helena City/County Health Department; Consultant Field Survey

The 1972 survey involved a "windshield" survey of all 1,373 units observed in the City at that time. A total of 146 units were coded for a "walk around" inspection. As part of the walk around survey the units were rated in one of the three categories. In rechecking the 146 units in 1984, some 19 units were not located, mostly as a result of demolition of the units involved. On the other hand some additional units were found resulting in a net "loss" of 9 units.

The dramatic results of the 1984 survey clearly show an improvement in housing conditions in St. Helena. Some 58 units were noted as improved from deteriorated to good. This process illustrates upward filtering in the local housing market (see discussion in the housing dynamics section) resulting from a very tight housing market and strong demand. On the other hand, during the vacant land survey a total of 17 units not previously included in the 146 unit survey were found to need repair. All in all, condition of housing has improved in St. Helena. With improvement, however, higher rents and sales prices have most likely resulted.

Figure 1 - TYPICAL OBSOLESCENCE OF WOOD FRAME
SINGLE FAMILY DWELLING



Source: Housing Element of the City of Monrovia-1976 and the
Department of Housing and Urban Development

Overcrowding is another index of housing condition. Table 19 shows a total of 83 overcrowded units in 1980. Housing units with over 1.01 persons per room are generally considered overcrowded.

Table 19: OCCUPIED HOUSING UNITS BY YEAR BUILT BY PERSONS PER ROOM,
ST. HELENA, 1980

	1939 or <u>Earlier</u>	1940 to <u>March 1980</u>
Less than 1.01 Persons Per Room	440	1,597
More than 1.01 Persons Per Room	23	60

Source: 1980 U.S. Census

REGIONAL HOUSING NEED

State law requires that the local share of regional housing needs be considered in the updating of local general plan housing elements. In 1983 ABAG revised its 1981 Regional Housing Needs so that localities could meet the July 1, 1984 deadline for revising housing elements.

A locality's share of regional housing need must include need at all income levels within the area affected by the jurisdiction's general plan. Six factors are included in ABAG's determination: market demand, employment, availability of suitable sites, and public facilities, commute patterns, type and tenure of housing and farmworkers housing needs. Available data was put through a precise methodology to determine the following needs data.

Table 20: EXISTING/PROJECTED HOUSING NEED,
ST. HELENA, 1980-1990

Locality	Existing Need, 1980	Projected Need,* 1980-1990	Units Constructed 1980-1985	1985- 1990 Need
St. Helena	14	786	153	633

*Includes 1980 existing need
Source: ABAG

What Table 20 means is that in 1980 St. Helena had a need for 14 housing units. Over the 1980-1990 period ABAG projects a need for 786 units in St. Helena. Since only 153 units were actually constructed in the period 1980-1985 the remaining need for the 1985-1990 period is 633 units.

During the period 1980 through 1984 St. Helena issued building permits for 153 dwellings. Of these, 54 were single family detached (35%); 89 were single family condominium units (58%); and 10 were multi-family units (7%). It is estimated that all of the single family detached and 85 of the condominium units were for above moderate income families - 4 condominium units were for moderate income families. 6 of the multi family units are estimated to be for moderate income families and 4 for above moderate income.

Table 21: PROJECTED HOUSING NEED BY TYPE, ST. HELENA, 1980-1990

<u>Single Family Units</u>	<u>Multi Family Units</u>	<u>Mobile Home</u>	<u>Total</u>
Total Need 521	230	35	786
Actually Con- structed 1980- 1985 143	10	0	153
Remaining Need 378	220	35	633

Source: ABAG

The housing type ratios in Table 21 are very close to the 1980 census ratios (see Table 6).

As noted above all income levels must be considered. The definitions of the four most widely used income classifications (used by HUD for Federal housing assistance programs) are:

- Very low income: up to 50% of median income
- Low income: 51% to 80% of median income
- Moderate income: 81% to 120% of median income
- Above moderate income: greater than 120% of median income

Using the 1984 income estimate in Table 12 income limits for the above categories would be as follows:

Very Low Income:	\$13,750 or less
Low Income:	\$13,751 to \$22,000
Moderate Income:	\$22,001 to \$33,000
Above Moderate:	\$33,001 and above

Table 22 below presents ABAG's existing 1980 distribution of household income and the projected 1990 distribution.

**Table 22: EXISTING/PROJECTED HOUSEHOLD INCOME DISTRIBUTION,
ST. HELENA, 1980-1990**

HOUSEHOLD INCOME DISTRIBUTION				
	<u>% Very Low</u>	<u>% Low</u>	<u>% Moderate</u>	<u>% Above Moderate</u>
Existing (1980)	34	19	19	28
Projected (1990)	28	18	20	34

There is an obvious shift in income distribution from 1980 to 1990 in Table 22. ABAG projects a decrease in very low and an increase in above moderate income households.

The reason for ABAG's shift is based on its desire to reach more equitable regional distribution of housing opportunities. Consequently, St. Helena's existing 1980 distribution percentages were averaged with existing county and regional percentages in projecting the 1990 distribution. For example, the overall county distribution in 1980 was 26, 18, 21 and 35 percent, very close to ABAG's 1990 projection for St. Helena.

Converted to numbers of housing units, a total of 220 very low; 141 low; 157 moderate and 268 above moderate income units available to these income groups are needed to meet the 1990 need. It is important to note that the City is not obligated to construct all these units but can create additional available units by several means including existing housing units. Rent subsidies for existing units and rehabilitation programs to conserve the housing stock, coupled with rent control agreements to preserve affordability, can serve the lower end of the income range. Generally, new construction serves the middle and upper end of the income range.

During the 1985-1990 period, the annualized need of 79 is distributed by income group in Table 23. A comparison of ABAG's and the actual 1980 Census distributions from Table 21 is used.

**Table 23: AVERAGE ANNUAL HOUSING NEED BY INCOME GROUP
ST. HELENA, 1985-1990**

	<u>ABAG</u>	<u>1985-1990</u> <u>ACTUAL 1980 DIST</u>
Above Moderate	27 (34%)	22 (28%)
Moderate	16 (20%)	15 (19%)
Low	14 (18%)	15 (19%)
Very Low	<u>22 (28%)</u>	<u>27 (34%)</u>
Total	79	79

Source: ABAG; 1980 U.S. Census

SPECIAL HOUSING NEEDS

There are segments of St. Helena's population that have special housing needs. These segments are large families, female headed households, minorities, elderly, handicapped and farmworkers.

Large Families

U.S. Census data reports 81-5 person families and 82-6 or more person families in 1980, a total of 163 large families. There are 155-4 bedroom and 36 5 or more bedroom occupied units. How many of these 191 large units are available and occupied by large families is unknown. Larger, older homes are often occupied by "empty nest" families, although no hard data exists to verify this in St. Helena.

Female Headed Households

There are 779 widowed, divorced or separated females in St. Helena. There are 610 non-family, female householders. These represent 16% and 13% of the city's population. Income is often a problem with female-headed households. Widows are often on fixed incomes, mostly social security, and divorced and separated women often experience employment difficulties.

According to the 1980 Census in 1979 there were 21 female headed households with children who were below the poverty level and 7 female householders with no related children below that level. This is out of a total of 128 female headed households - 54 with children.

For St. Helena as a whole, 392 persons were below the poverty status.

Minority Households

St. Helena has minorities representing 28% of its population. The predominant minority group is Spanish origin with 793 persons, 16% of the population. Some 130 persons 15 years and over were unemployed and of Spanish origin. A total of 8.3% or 186 households are of Spanish origin; 58 are owner-occupied; 128 renter-occupied. Average household income in 1979 was \$21,372.

According to the 1980 Census, in 1979 of the total of 392 persons below the poverty status 374 were white and 30 were of Spanish origin. Those of Spanish origin under the poverty level represent .6% of St. Helena's total populations. Of the 176 Spanish origin households in 1980, 30 were owner occupied and paid less than \$200 in owner costs per month; a total of 43 paid less than \$300 per month and 15 were not mortgaged.

Of renter occupied units 62 Spanish origin households paid less than \$200 per month and 34 paid more than 300 per month.

Elderly Households

A large portion (29%) of St. Helena's population is 65 years of age or older. Of these 1,424 persons 923 are female of which 896 are white. Some 143 elderly persons are below poverty levels.

30 family households and 105 non-family households 65 years and older are below poverty status.

This represents 6% of all households in St. Helena.

Handicapped

According to the 1980 Census of the 2,560 persons, 16 to 64, 65 had a work disability but were in the workforce, 169 were prevented from working due to their disability and 21 were able to work but were unemployed.

Of those 65 and older 217 had a transportation disability.

Farmworkers

There is a general lack of reliable information on farmworker housing needs; census data is of little help. The State Employment Development Department (EDD) provides estimates which indicate the following for Napa County as a whole:

- a) The total agricultural employment increased between 1970 and 1980 at an annual rate of 4.7%. This includes "hired domestics" (farmworkers) and "farmers and unpaid family."
- b) Of the estimated 3,000 total employed in agricultural in 1981, 2,500 (83%) were farmworkers, and of the farmworkers, 620 (25%) were seasonal workers. Approximately 1,900 farmworkers were year-round workers.
- c) The number of seasonal farmworkers has remained stable at about 500-600 since 1975. The farmworker growth has been in year-round employment.

ABAG's 1981 Housing Needs Study estimates 2,730 farmworkers in all of Napa County in 1980 and projected to 3,630 in 1985, an increase of 900 or 33%. ABAG was not able to disaggregate the figures to jurisdictions within the County. Assuming that farmworker households live in areas of Napa County in the same proportion that people of Spanish origin reside per 1980 Census data, the distribution of the 1985 farmworker household housing need of 2,074 by place of residence would be:

Calistoga	168
Napa City	1,000
St. Helena	190
Yountville	50
Unincorporated	666
Total	2,074

In terms of housing need, ABAG's report states:

"Because farmworkers are of low-income and their employment status is often tenuous, they are often unable to compete for housing on the open market. In addition, because most farmworkers share a culture and language that is often

different from the communities in which they work, they are often discriminated against in the housing market. Again, as is the case for low-income families in urban areas, farmworker families have difficulty securing adequate shelter."

Even with the limited data at hand, it is safe to say that there is an existing housing need for farmworkers that will increase through 1985 and onto 1990. Furthermore, the need is a countywide problem that must involve all local government jurisdictions. Finally, it can be assumed that nearly all farmworker households are low income and have a significantly higher labor force participation rate than other forms of employment.

THE HOMELESS

Another special housing need is that of persons in need of emergency shelter - the homeless.

The Napa County Social Services office in St. Helena reports that they receive approximately 6 requests per week for housing from people who do not have housing.

Approximately half of these are families and most have employment in this area. They have either been evicted from prior housing or moved out because they could not afford it. These people are seeking permanent housing so they can continue working here.

The Social Services office has no housing programs, although some cases are referred to local churches for emergency assistance.

For the most part those who come to the St. Helena office are referred to the County Social Services office in Napa where it can be determined if they qualify for a General Assistance or Aid to Families with Dependent Children Program. Ordinarily a working person would not qualify for these programs. The Napa office of Social Services reports that few of these types of referrals come to them. Even with additional financial aid it is difficult if not impossible to find affordable housing for these people in St. Helena.

It is not known how many of the inquiries received at the local office are by people who are unemployed, but of the total, they are thought to be a small minority.

It appears that the greatest problem with the homeless in St. Helena is really a problem of housing low income persons who are locally employed; who could find housing if it was not for the lack of availability and abnormally high housing costs in St. Helena.

It is probable that a good number of these people could be helped through the Napa County Housing Authority's Sec. 8 Housing Program, although this popular rent subsidy program is not being expanded.

From time to time there are a number of indigent people in St. Helena who are without work or housing, some of whom apparently choose this life style.

Rene Tippmann with the Napa County Council for Economic Opportunity reports that numerous people come to her agency seeking housing. Their agency operates an emergency shelter in Napa which can accomodate 6 to 10 people. In order to qualify for this housing individuals or families must:

1. Have no medical or drug abuse problems
2. Have been previous Napa County residents
3. Have to have a plan detailing their employment and housing objectives
4. Individuals or heads of households must be at least 18 years old

Persons who qualify, thought to be about 75% who apply, can stay 1 to 3 weeks depending upon their circumstances.

Preference for this housing is given to female heads of household with children.

She notes that not many applicants come from the St. Helena area.

Of those who are allowed this shelter, about half have jobs. She notes a sharp increase in the number of persons seeking shelter during this past year - twice that of the previous year.

Those who are unable to qualify for this temporary shelter or who do qualify but cannot be accomodated due to lack of space often end up living in their cars or at campgrounds.

The NCCEOC has made application to HUD for 25 Section 8 rent subsidy certificates under a new program which sets aside such certificates for the homeless.

The homeless tend to fall into 3 categories as follows:

1. Those who have recently been housed and who may or may not be employed. They have been evicted or forced to leave their prior residence but have some ties to their community.

Even the employed among them are unable to afford housing due to a combination of their low income and high housing costs in this area.

2. Itinerants who are just passing through a particular area, are without work and have little or no income. They camp out or seek housing with friends and perhaps try to earn a little money. If unsuccessful they usually move on.

3. Migrant farm workers who usually do not seek housing aid from public agencies, but usually obtain housing from their employer, friends, or live in their cars or other makeshift shelters.

Certain charitable institutions and churches in the Napa Valley provide emergency housing usually in the form of one nights' rent at a motel or hotel.

It is believed that in St. Helena, most of those who are from time to time homeless fall into category 1 above. Although there are no emergency shelter facilities in St. Helena the Napa County Council for Economic Opportunity does serve the City of St. Helena. The Napa County Social Services office also provides some assistance depending upon whether these people qualify for General Assistance or Aid to Families with Dependent Children.

If approved by HUD, the Council for Economic Opportunity's request for Section 8 certificates for rent subsidies to the homeless will particularly serve this need.

VACANT LAND INVENTORY

A field survey of vacant land in St. Helena was conducted during January, 1984. Using the zoning ordinance standards of density development, the potential build out of vacant and underutilized land within the City was calculated. Table 24 shows a total of 1,139 additional units or a 50% increase. Nearly 800 or about 70% of the increase would be single family residences in the R-1 and R-1-A districts. Another 121 single family units would be in the 5 acre minimum A-5 and A-5 FLP zone. The PD would allow up to 123 units. Only 21 multiple units would be allowed in R-2 and R-3 districts.

A 1978 City analysis of the General Plan holding capacity resulted in 1,275 potential dwelling units (see Table 25). The difference between the

1978 General Plan holding capacity and 1984 current zoning holding capacity projections is 136 units. This can be explained in part by units built since 1978 and in part by discrepancies in projections for the area including and surrounding the St. Helena Park development. The 1978 study counted 92 existing units and 203 projected units; the 1984 study counted 72 existing units and 91 projected units.

Adding the 2,257 existing units to the 1,139 additional capacity results in a total capacity of 3,396 units. At a person per household average of 2.08 (the mid-point between 1980 and 2000) the total 3,396 units would house 7,064 people without adjustment for vacancies (more units would be needed for, say, a 3% vacancy factor in order to provide the market place with 3,396 occupied units for 7,064 people). This population is comfortably within the 7,900 year 2000 General Plan goal.

Table 24: EXISTING DWELLING UNIT COUNT AND ZONING HOLDING
CAPACITY, ST. HELENA, JANUARY, 1984

Zoning	Existing* Dwelling <u>Units</u>	Potential** Dwelling <u>Units</u>	<u>Total</u>
R-1; Single Family Residence District	788	374	1,162
R-2; Two Family Residence District	74	2	76
R-3; Neighborhood Apartment District	547	19	566
R-1-A; Single Family Residence, Agricultural Combining District	320	424	744
A-1; One Acre Agricultural District	55	3	58
A-5; A-5 FLP Five Acre Agricultural District Flood Plain District	161	121	282
P-D; Planned Development District	37	123	160
MH; Mobile Home Combining District	238	0	238
W; Winery	4	73	77
Miscellaneous; Commercial and Industrial	<u>33</u>	<u>0</u>	<u>33</u>
Total	2,257	1,139	3,396

* Existing Dwelling Unit Count based on field research conducted during January, 1984.

** Dwelling Unit Potential based upon current zoning designations.

Source: John Whitridge, AICP

Table 25: HOLDING CAPACITY BY GENERAL PLAN DESIGNATION
ST. HELENA, JUNE 1978

<u>General Plan Designation</u>	<u>Potential Dwelling Units*</u>
Agriculture	36
Urban Reserve	15
Low Density Residential	539
High Density Residential	507
Mobile Home	36
Woodlands & Watershed	193
Commercial	-12
Industrial	<u>- 3</u>
Total	1,275

* In addition to existing units

Source: City of St. Helena

SITES SUITABLE FOR AFFORDABLE HOUSING

Figure 1 shows the location of sites thought to be suitable for affordable housing. As used in this instance affordable housing refers to housing which is affordable to persons of very low, low, and moderate income. Sites are identified as suitable for 2 different housing types - single family and multiple family. Although not all of the properties indicated are appropriately zoned for the use indicated, it has been assumed that such rezoning would be accomplished, since such appears to be consistent with the General Plan.

Table 26 shows the development potential for these sites.

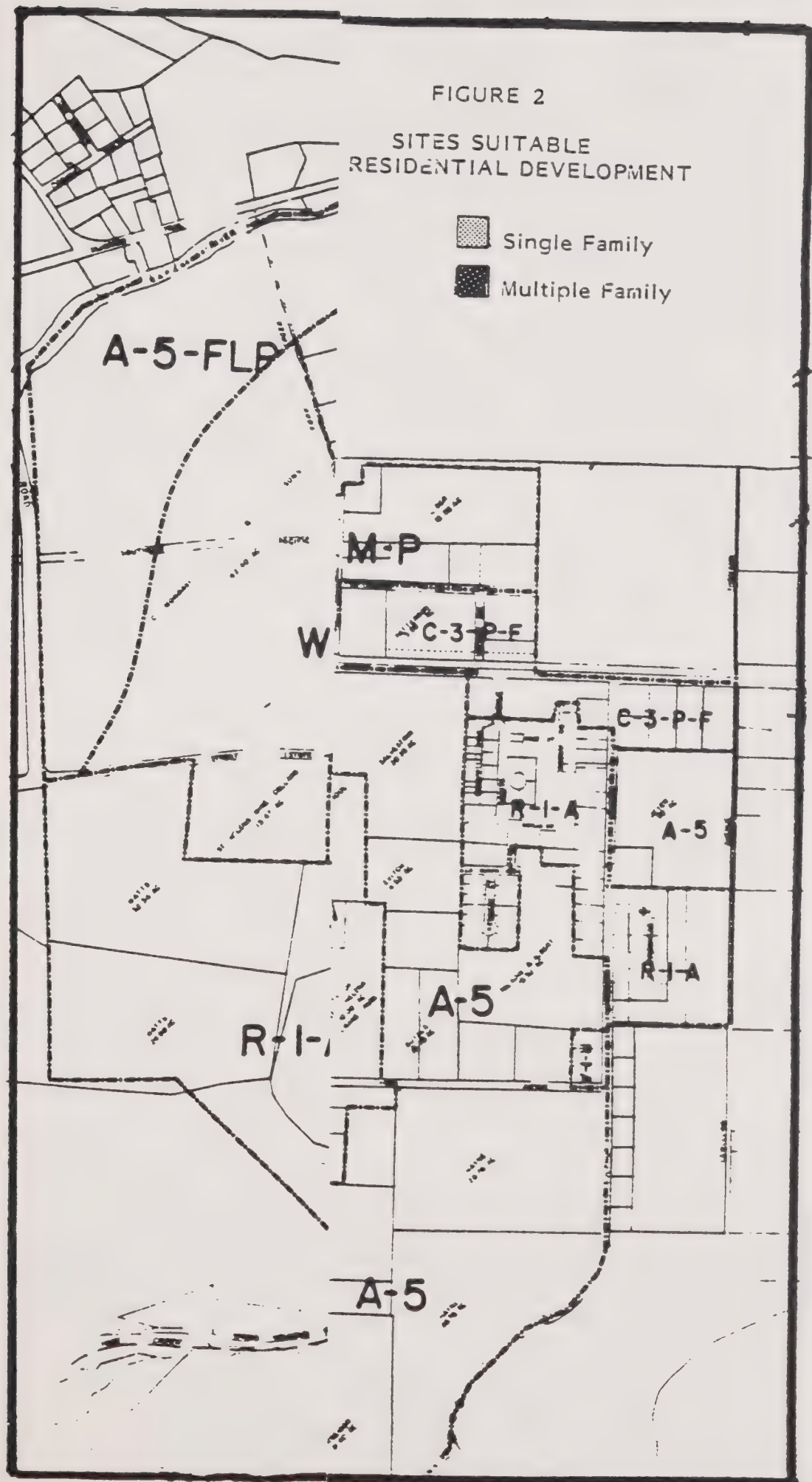
Table 26: DEVELOPMENT POTENTIAL OF SITES SUITABLE FOR AFFORDABLE HOUSING

<u>Area/Housing Type</u>	<u>Acreage</u>	<u>Dwelling Count Potential</u>
East of Main Street		
Single Family	57.2	257
Multiple Family	24.8	298
West of Main Street		
Single Family	16	73
Multiple Family	<u>4.9</u>	<u>57</u>
	102.9 acs	685 units

FIGURE 2

SITES SUITABLE
RESIDENTIAL DEVELOPMENT

- Single Family
Multiple Family



Site Information

Sites identifies in Figure 1 are described below. Information is provided on size of parcel, present zoning, General Plan classification and availability of public facilities.

Site 1. Hunt Avenue

Area: 5 acres owned by City of St. Helena

Zoning: Portion A-5 FLP, portion A-5

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site - portion in flood plane zone all other utilities available.

Needed to Make Ready: Additional street improvements and flood protection. Requires rezoning to R-3 or P-D. Requires assignment of Project Allocations.*

Site 2. Hunt Avenue

Area: 11.46 acres

Present Zoning: R-1

General Plan: "Higher Density Housing"

Infrastructure: Sewer and water to site. All other utilities available

Needed to Make Ready: Rezoning to R-3 or P-D, street frontage improvements including extension of Starr Avenue through site. Flood proofing of small portion of site. Requires assignment of Project Allocation."

Site 3. Hunt Avenue and Pope Street

Area: 6.25 acres

Present Zoning: R-1

General Plan: "Higher Density Housing"

Infrastructure: Sewer and water to site all other utilities available.

Needed to Make Ready: Rezoning to R-3 or P-D, street improvements on Hunt Avenue and Pope Street, bridge across Sulphur Spring Avenue? Requires assignment of Project Allocation.*

Site 4. Hunt Avenue

Area: 4.12 acres

Present Zoning: R-1

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site. All other utilities available.

Needed to Make Ready: Rezoning to R-3 or P-D, street improvements on Hunt Avenue and possible new street extending from Hunt northward to Adams Street. Requires assignment of Project Allocation.*

Site 5. Pope Street

Area: 18.93 acres

Present Zoning: R-1

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site. All other utilities available

Needed to Make Ready: Subdivision map approval or rezoning to P-D, street improvements on Pope Street. Requires assignment of Project Allocation.*

Site 6. Pope Street

Area: 5 acres

Present Zoning: R-1

General Plan: "Higher Density Housing"

Infrastructure: Sewer and water to site. All other utilities available

Needed to Make Ready: Street improvements on Pope Street and Starr Ave.

Subdivision approval or rezoning to P-D. Requires assignment of Project Allocations.*

Site 7. Pope Street

Area: 10 acres

Present Zoning: R-1

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site. All other utilities available.

Tentative map approval exists for single family attached housing.

Needed to Make Ready: Completion of subdivision improvements. Requires assignment of Project Allocations.*

Site 8. McCorkle and Charter Oak

Area 8.89 acres

Present Zoning: R-1

General Plan: "Lower Density Housing"

Infrastructure: Off site sewer extension required. Water and all other utilities available

Needed to Make Ready: Extension of sewer line to site, street improvements on McCorkle and extension of Charter Oak. Subdivision approval or rezoning to P-D. Requires assignment of Project Allocation.*

Site 9. Main Street (2 sites)

Area: 1 - 2.92 acres

2 - 1.9 acres

Present Zoning: R-1

General Plan: "Higher Density Housing"

Infrastructure: Water and sewer to site. All other utilities available.

Needed to Make Ready: Solution to access and circulation problems. Rezoning to R-3. Assignment of Project Allocations.*

Site 10. Mitchell Drive

Area: 8.42 acres

Present Zoning: P-D for town house condominium

General Plan: "Higher Density Housing"

Infrastructure: Sewer and water to site. All other utilities available.

Needed to Make Ready: Subdivision approval or amendment to P-D for apartment use. Various street and utility improvements. Assignment of Project Allocations.*

Site 11. Elmhurst Avenue

Area: 4.96 acres

Present Zoning: P-D for condominium

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site. Tentative map approval has been given. Amend to P-D may be needed. Assignment of Project Allocations."

Site 12. Spring Street

Area: 4.39 acres

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site all other utilities available.

Needed to Make Ready: Subdivision approval and/or rezoning to P-D, various street and drainage improvements. Assignment of Project Allocations.*

Site 13. Spring Street

Area: 2.76 acres

Present Zoning: R-1

General Plan: "Lower Density Housing"

Infrastructure: Sewer and water to site, all other utilities available

Needed to Make Ready: Subdivision and/or rezoning to P-D approvals, various street improvements including extension of Galley View Street, and assignment of Project Allocations.*

*Under the City's Growth Management System all subdivision and/or construction of 4 or more apartment units require that Project Allocations be obtained. A Project Allocation is the right to subdivide a specific number of lots or to build a specific number of apartment units. Each year the City is to designate the number of units it wants to allocate. Those interested in building apply for a given number of allocations. Each request is evaluated against predetermined criteria. Allocations are then awarded based upon this evaluation.

GOVERNMENT/NON-GOVERNMENT CONSTRAINTS

Government Constraints

There are five general categories of governmental constraints that local government can control by policies and regulations. These are land use and development controls, local services, the permit approval process, fees and extractions, and extent of utilization of Federal and State programs.

The City's land use controls currently frustrate the construction of low and moderate income housing. Although the Project Allocation System growth management section of the zoning ordinance encourages low and moderate income housing, the zoning map for the city only permits 21 additional multiple family units in R-2 and R-3 zoned areas. The PD zoned area would allow 123 units. All other districts require 7,000 square feet or larger single family lots used for the most expensive type of housing, single family detached.

The availability of urban services also directly affects the supply and cost of housing in terms of timing and on- and off-site development costs. The level of constraints for sewer, water and traffic circulation are noted below. In terms of potential vacant sites for housing development, sites located close to available water and sewer lines are preferred. Where water and sewer is not available, low and moderate income housing is virtually impossible to build.

Sanitary Sewer

Since 1981, St. Helena has in effect a sewer moratorium policy due to the limited capacity of the Waste Water Treatment Plant.

Under this moratorium and the Project Allocation System (see Growth Management System which follows) only 115 dwelling units have been constructed in the period 1981 through 1984.

Even with completion of the Waste Water Treatment Plant reclamation project currently estimated to be September 1985, there will be very little sewer treatment capacity remaining.

The City of St. Helena's Waste Water Treatment Plant is a primary treatment plant with a biological process designed to treat a peak of 225 milligrams per liter (938 lbs.) of Biological Oxygen Demand per an average flow of 500,000 gallons per day.

This plant which was constructed in 1966 has experienced minimal operational problems and has proven extremely effective in meeting State Water Quality Standards for B.O.D. and suspended solids removal at the time of discharge into the Napa River.

However, there has been increasing and unaccountable large volume of water and B.O.D.s in dry weather.

Flows into the plant increased from .304 million gallons per day (m.g.d.) in 1980 to .448 m.g.d. in 1981. For the period May 1 to October 30, 1984 the average flow has been .462 m.g.d. with a B.O.D. of 284 m.g.l.

These flows and B.O.D. levels are considerably higher than would be anticipated given the known number of connections and the types of land uses served.

Numerous studies have been undertaken to determine the cause of this but no single factor has been identified.

It is estimated that if existing approved projects are allowed to be built the reserve capacity of the treatment plant will be approximately 7,920 gallons per day.

At 265 gallons per day (g.p.d.) of flow from a typical residential unit only 30 additional dwellings could be authorized and this only if all other non-residential connections were prohibited. Until waste water treatment capacity can be increased, new housing will have to be severely curtailed.

As of September of 1985, final approvals are pending at the EPA level for a reclamation project which together with other planned treatment capacity improvements will increase the wastewater treatment capacity of the City by 350,000 gallons per day. This is a 70% increase over the current capacity of 500,000 gallons per day.

If these approvals occur before the end of 1985, the necessary increased capacity would be available by late fall, 1986. This would enable the

City to reopen its project allocation system and thus begin the process of allowing new housing construction.

Water

The current capacity for water service is 4.5 million gallons per day m.g.d. According to a 1980 EIR maximum usage has been about 3 m.g.d. leaving an adequate supply of water for growth. The location of new residential development could add costs to housing developments if extensive lines are needed to bring water service to the project or if existing lines are undersized and need replacing.

Processing and Permit Procedures

The City's General Plan contains a Residential Growth Management Element. The element is implemented by a Project Allocation System contained in the City's Zoning Ordinance. The General Plan and Project Allocation System state a policy of limiting total population of the City to 7,900 persons or less by the year 2000. In addition, an emergency ordinance was adopted in 1981 prohibiting new sewer hookups in excess of 600 g.p.d. and the 1982 housing allocation was set at 0.

The basic Project Allocation System (PAS) is a complicated point system process to competitively rate proposed residential projects. The annual total allocation is set each year, and projects compete for the available allocation. Regardless of what modification is made to the sewer moratorium, the PAS would most likely continue. The existing point allocation system is not conducive to the allocation of affordable housing unless such project is located in close proximity to public facilities and sewers and is an infill project.

Subdivision approval in St. Helena requires a prerequisite "Housing Allocation" consisting of the right to construct a specified number of dwellings. Thus, project approval can often take a year and a half. Up to 4 apartments can be constructed without an allocation but more than 4 requires an allocation. In 1984 the City set a special allocation of 30 units for affordable housing without the usual competitive process and with shortened time periods for approval.

The present Project Allocation System is a constraint to the development of housing in St. Helena and in particular, affordable housing. This system was implemented for 2 primary reasons:

1. To allocate fairly the small amount of remaining sewage treatment capacity, and
2. To implement the City's target population of 7900 by the year 2000 through an average yearly growth rate of 2.4%.

To adequately meet the City's need for affordable housing for all income levels what is needed is a project allocation system which gives preference to this need. Under the present system it is uncertain whether such housing will ever be allocated given the structure of the point rating system.

Other planning approval processes in St. Helena are typical of other cities in California. Extensive delays in the approval process are often caused by controversy over the project related to environmental concerns or land use considerations. It is unfortunate that housing, particularly affordable housing, creates such controversy which often takes the form of opposition based upon the fear that poorer persons will be living near established housing.

There are areas in St. Helena where such opposition can be expected.

St. Helena should consider establishing a housing allocation for affordable units which generate affordable housing outside the present "Project Allocation System".

Under the General Plan Growth Management Element, approximately 84 dwelling units per year are needed if the City is to reach its target population of 7,900 by the year 2000. The City should consider allocation of at least 52 dwellings per year for persons of very low, low and moderate income.

Existing Housing Programs

The City of St. Helena has no housing programs operating within the city. The City of Napa's Housing Authority may soon offer Section 8 certification for rental assistance throughout the County including St. Helena. Increased subsidies from HUD would be needed to assist eligible St. Helena renters. St. Helena approved a 50 unit senior citizen development which was privately developed with CHFA support in the late 1970s.

Building Codes and Enforcement

St. Helena operates under the 1979 edition of the Uniform Building Code. The City has not added any of its own requirements to this code which would effect housing costs.

At present St. Helena does not have a specific code enforcement program other than inspections which are made in connection with new or remodeling construction permits.

Fees and Extractions

The City's fee structure has been designed to recover actual costs of time and overhead spent in processing and inspecting project applications.

Typical fees charged at the time of building permit issuance are as follows:

	Single Family				Apartment			
	3 BR-2 Bath		4BR-2 Bath		1 Bedroom		3 Bedroom	
	<u>1400</u>	<u>sq.ft.</u>	<u>1800</u>	<u>sq.ft.</u>	<u>800</u>	<u>sq.ft.</u>	<u>1100</u>	<u>sq.ft.</u>
Bldg. permit	\$	954.10	\$	1,122.45	\$	562.72	\$	717.56
Recreation fee		252.00		308.00		140.00		182.00
Water hook up		1,500.00		1,500.00		1,500.00		1,500.00
Sewer hook up		1,500.00		1,500.00		1,500.00		1,500.00
Public Safety fee		<u>2,500.00</u>		<u>2,500.00</u>		<u>2,500.00(1)</u>		<u>2,500.00(1)</u>
Total		\$6,706.10		\$ 6,930.45		\$6,202.72		\$6,399.56

Notes: (1) Fee charged for 1st unit only. No charge for subsequent units reducing total fees for such units to \$3,702.72 & \$3,899.56 respectively.

St. Helena's requirements for on- and off-site improvements are not unusual and consist typically of street, water, sewer and storm drainage improvements that are needed in support of the development which these facilities will serve.

Non-Government Constraints

The major factors within the private market system which contribute to the direct sale price or rental cost of new housing include land costs, site improvement costs, construction costs and community amenities. Indirect costs include various financing costs, marketing, gross profit and property tax.

In terms of land availability, there is an ample supply of vacant land for new housing construction for the 1985-1990 period. However, various government constraints, discussed above, have combined to limit new construction to an average of 15 units per year from 1980 through 1983,

well below ABAG's projected need of about 79 units per year on average between 1980 and 1990. These various governmental constraints on the use of available vacant land have severely limited free market residential development and have affected raw land as well as existing housing resale values.

Financing costs in recent years have been a severe market constraint with single-family mortgages going in excess of 16%. Second mortgages, often used for remodeling and additions, have exceeded 18% interest. Together with the high land and construction costs in Napa County, the actual market constraints are severe and inhibit the production of least cost housing.

Another dimension of housing costs is the continuing increase in construction wages and construction materials cost. Tables 27 and 28 present figures on recent trends.

Table 27: CONSTRUCTION WAGES AND THE CONSUMER PRICE INDEX
1950-1981

United States Construction <u>Average Hourly Earnings</u>		CPI (1967=100)		
		<u>U.S.</u>	<u>Calif.</u>	<u>SF</u>
1950	\$ 1.86	72.1	69.1	67.6
1960	3.07	88.8	88.2	87.8
1970	5.24	116.3	114.9	115.8
1975	7.31	161.2	158.4	159.1
1976	7.71	170.5	168.3	168.0
1977	8.10	181.5	180.2	180.8
1978	8.66	195.3	194.3	197.4
1979	9.27	217.7	216.2	214.7
1980	9.92	246.8	--	--
1981	10.82	272.4	--	--
1982	11.62	287.1	--	293.9
1983 (May)	11.85	--	--	299.3

Source: U.S. Department of Labor, Bureau of Labor Stats., Monthly Labor Review, July, 1983

Table 28: COST OF CONSTRUCTION MATERIALS, 1970-1979
(Indexed to 1967)

	<u>All Materials</u>	<u>Hardwood Lumber</u>	<u>Prepared Paint</u>	<u>Plumbing Fixtures</u>	<u>Asphalt Roofing</u>
1970	112.5	114.6	112.4	111.2	102.7
1975	174.0	160.3	106.9	162.3	225.9
1976	187.7	176.0	174.4	174.1	238.3
1977	204.9	200.3	182.4	186.6	253.0
1978	228.3	235.8	192.3	199.1	292.0
1979	251.4	260.0	204.3	217.1	324.6
1980	266.4	252.0	235.3	246.7	396.8
1981	283.0	255.2	249.8	267.5	407.5

Source: U.S. Department of Commerce, Bureau of the Census, Statistical Abstract of the U.S., 1982-83.

Existing dwelling unit prices appreciated at approximately 10% per year in the early 1970s. In the late 1970s, some homes appreciated 20% to 30% or more in a single year. If this rate had continued, a home would have doubled in value in just over three years. Incomes, in general, have not increased at that rate. Many homeowners today could not afford to purchase the home they presently own if they were attempting to purchase it as their first home without the benefit of equity from a previously owned home.

The purchase of a home requires a cash down payment and a mortgage loan. Loan rates vary as market demands fluctuate. The ratio of loan amount and the value of the property also varies. A new single-family unit backed by FHA or VA insurance has a high loan to value ratio, meaning a lower down payment. For older homes, lenders may increase the down payment and/or shorten the term, although Federal and State laws restrict this practice. Table 29 shows how higher interest rates can affect monthly housing payments.

What all this adds up to is that multiple private market forces - land costs, financing costs, construction costs, increasing resale values - combine to make it impossible for the private sector to build new sales or rental housing affordable to lower income households (earning up to \$12,522 annually) in St. Helena. Moderate income households (earning between \$12,522 and \$18,782) are usually priced out of the sales market.

Table 29: MONTHLY MORTGAGE PAYMENTS (PRINCIPAL AND INTEREST), 30 YEAR AMORTIZATION

Price of Home Percentage Down	\$50,000		\$75,000		\$100,000	
	10%	20%	10%	20%	10%	20%
<u>Interest Rate</u>	<u>Monthly Payment - Principal & Interest</u>					
9%	362	321	543	483	724	644
10%	395	351	592	526	790	702
11%	429	381	643	571	857	762
12%	463	411	689	617	926	885
13%	498	442	741	664	996	885
14%	533	474	782	711	1067	948
15%	569	506	853	759	1138	1012
16%	605	538	908	807	1210	1056
17%	642	570	962	855	1283	1141
18%	678	603	1017	904	1356	1202

Source: John Whitridge

Other monthly housing costs for homeowners are, in addition to the mortgage payment, taxes, utilities, maintenance, transportation and insurance. Transportation costs are often overlooked as a component of housing cost. The cost of travel from home to work, shopping, school, etc., can be a significant part of the total housing cost when the distances are great.

In the case of renter-occupied housing, costs associated with ownership are passed on to renters but without the ownership benefits of equity buildup, occupancy control and income tax deductions. On the other hand renters assume none of the risks of rental property ownership and management. Rents would likely be higher without the benefits available to landlords.

Housing Dynamics

The traditional framework for housing dynamics is commonly known as filtering. Housing originally built by and for upper income households gradually "filters down" over the years to middle income and then lower income households. With downward filtering comes less maintenance, decreased public services, difficulty in arranging mortgage loans, increased renting, and generally lower property values. But not all filtering is "downward". Filtering "upward" can occur when older, lower income areas become desirable for higher income households. Some neighborhoods never filter at all.

Some of the forces that contribute to filtering are incompatible land use; discrimination by sex, age, race and ethnic origin; new housing production; rising personal incomes; aging of housing; and institutional factors such as lending practices.

Filtering is primarily an urban housing process. In St. Helena downward filtering is evident in some of the city's older neighborhoods. The process is not all negative in that it produces the major supply of lower cost housing. Upward filtering is discernable in other older neighborhoods where historic and architecturally significant residences are being purchased and rehabilitated. In these cases property values usually rise dramatically. With approximately 21% of the City's single family units renter occupied, this indicates the filtering process is operating.

A recent development in housing dynamics affects the tenure balance or the number of units which are owner or renter occupied. Condominium conversion is a process whereby existing apartments are converted to condominiums. The problems created by this procedure have resulted in many communities adopting regulations to prohibit or control the rate of such conversion. One of the problems is the displacement of low and moderate income tenants of the converted apartment buildings. Many tenants cannot afford the down payment or the increased monthly payments required to purchase the converted unit. Lower income and elderly persons living on fixed incomes derive little benefit from the tax write-off advantages of ownership. A sizeable number of conversions occurring in one area could reduce the number of rental units available and likely lead to increased rents in the remaining units.

Although condominium conversion is not a problem now in St. Helena, should it become one, regulation of condominium conversions should be considered. Regulations should allow conversions only when the rental vacancy rate is high (above a certain factor); assure existing tenants the first opportunity to purchase their unit; designate a percentage of

the relocation of displaced tenants. In addition, all forms of conversion should be treated in the same way, regardless of the form of legal title which includes condominium, community apartment and stock cooperatives. Conversions initiated by non-profit groups which allow the existing tenants to purchase their units and remain there should be encouraged.

In a related manner, the conversion of residences to bed and breakfast inns have the same effect as condominium conversions when multiple family units are converted. When a single family unit is converted to a "B & B," the City requires the owner to occupy the home, thus no housing is lost. When a multiple unit is converted, especially farmworker housing, affordable housing is lost.

ENERGY CONSERVATION

Since the early 1970s the general public has become increasingly aware that established patterns of energy consumption in this country cannot be continued due to the rapid depletion of non-renewable natural resources. The ramifications of decreased use of fossil fuels affect society in diverse ways including impacts on travel, recreation, employment, and health.

Perhaps the greatest awareness of the "energy crisis" has come through the ever-increasing percentage of a home budget which must be committed to payment of utilities. Although the rising costs of fuels affect all segments of society, certain socioeconomic groups, such as fixed income senior citizens and low and moderate income families, are more seriously impacted.

Generally, the City's options for encouraging efficient energy use can be categorized in four ways:

1. Providing information to the public on available technologies and potential cost/energy savings that may be achieved.
2. Adoption of general goals and policies requesting voluntary application of energy conservation and alternative energy measures by the public.
3. Establishment of economic or other incentives to encourage application of energy conservation measures or alternative technologies by the public.
4. Establishment of regulations in the context of building codes, subdivision ordinances, zoning ordinances and other ordinances requiring energy conservation or alternative energy applications in the activities regulated by these codes and ordinances.

Perhaps the single most effective means of guaranteeing energy conservation is the development of an energy ethic within the mind of the public. The first three methods listed above - dissemination of information, encouragement of voluntary action, and provision of incentives (especially when combined with increased energy costs) - will go much further towards developing a self-motivated energy conscious public than the establishment of mandatory regulations.

Since the greatest expenditure of energy is used to heat and cool buildings, city government can be most effective by identifying means to increase energy efficiency of both new construction and existing structures. Undoubtedly, the future focus for accomplishing this will be through the use of passive and active solar systems. The State of California has adopted two major pieces of legislation concerning solar energy.

The Solar Rights Act effectively makes null and void any covenants or other agreements which serve to limit access to solar energy. The Solar Shade Control Act provides for protection of one party's solar collection system from shading by other parties. The city should be aware of these acts and be certain that no local actions are in conflict with them.

Housing Goals, Policies and Programs

The following goals, policies and implementation measures are intended to facilitate the achievement of the housing needs identified in the preceeding sections.

It should be understood that at the present time St. Helena is under the severe constraint of very little remaining wastewater treatment capacity. The time schedules which are contained under the policy statements which follow have been designed to coincide with the completion of the planned projects to increase wastewater treatment and disposal capacities.

GOAL A - The provision of adequate housing in St. Helena by location type, price and tenure, especially for those of very low, low and moderate income and special needs households.

POLICY:

- A-1. To set aside to the maximum extent possible, any remaining waste water treatment plant capacity for housing which is affordable to persons of very low, low and moderate income.

Implementation:

The City shall award a housing allocation of 30 dwelling units under its Project Allocation System to projects which can be demonstrated to be affordable to those of very low, low and moderate income.

Financing:

Private funds and/or State and Federal funds as available.

Time Frame:

Allocate by March 1987.

Objective:

30 units

POLICY:

- A-2. To remove current local governmental constraints to the provision of very low, low and moderate income housing.

Implementation:

The City shall modify its Project Allocation System by setting aside at least 52 of the allocations authorized each year for the purpose of satisfying the housing needs of very low, low and moderate income persons. The basis for awarding allocations for affordable housing shall give preference to those projects which provide the lowest cost to buyers or renters.

Such modification shall also include an exemption from the allocation process for housing on City owned land and non-transient rental units in new or existing above 1st floor space of commercial buildings.

The City shall consider expediting the permit approval process and the reduction of fees and extractions for housing which meets the needs of very low, and low income persons.

The City shall consider waiver of certain fees for housing projects which serve persons of very low or low income. Such waiver will be determined on the basis of its effectiveness in reducing housing costs to levels targeted by the City.

Time Frame:

Zoning Ordinance amended by November 1986.

Objective:

52 units per year for low and moderate income.
32 units per year for above moderate income.

POLICY

- A-3. To actively pursue all available means to secure housing which is affordable to persons of very low, low and moderate income and with special housing needs.

Implementation:

- a. The City shall do the following:
 1. Pursue actively private developers and low cost financing mechanisms which will result in the development of housing which meets the needs of very low, low and moderate income persons.
 2. The City shall seek private developer partners for the purpose of putting together a housing project on the City owned 5 acre parcel at the end of Hunt

Avenue. As part of its contribution to such a project the City should investigate the possible use of Community Development Block Grant funds.

3. Explore the possibilities of obtaining State authorized mortgage revenue bonds for the purpose of financing both rental and purchase housing.
4. Suggest such other specific programs or projects which will assist in meeting the housing needs of St. Helena.
5. To petition the Napa County Housing Authority to place Section 8 rent subsidy certificates for the homeless and non-homeless in St. Helena.
6. The City shall pursue both Sec. 515 and 502 programs of the Farmers Home Administration. This should involve contact and encouragement of developers who specialize in construction of these rental and ownership programs.
7. Review AB 1862 program and prepare information for local bank(s)/savings and loan(s) to utilize. This program makes money available through California Housing Finance Agency and local lending institutions (with designation) for lower interest loans on homes to first-time buyers. Homes must be 100% of average home value for area or less. Financing is arranged through the developer, no limit on how many units per area or developer (approximately 10,000 loans will be available Statewide). Lender must be approved by CHFA.

Financing:

City funds and Community Development Block Grant

Time Frame:

1. Block Grant - apply for 1987 funding cycle.
2. Mortgage Revenue Bonds - when additional sewage capacity is available seek projects which will commit to a bond fund pooling to be packaged with other agencies.
3. Seek developers/projects - as soon as sewage capacity available.

Objective:

1. 40 units for low income onr City owned property.
2. 35 units moderate income from Mortgage Revenue Bonds.

- b. The City shall designate at least 4 specific sites within St. Helena as being suitable for the location of housing for very low, low, and moderate income persons. It should not be interpreted that these are the only sites where such housing may be located. The purpose of this designation is to make it clear that there are at least some sites where such housing is thought to be appropriate. Such sites may also include lands within the "Urban Reserve" land use category.

Time Frame:

Site designation by December 1986

Objective:

100 units

POLICY

- A-4. To encourage the provision of rental housing above first floor space of commercial buildings.

Implementation:

The City shall amend its zoning regulations in a manner which will encourage the provision of non-transient rental housing above first floor space of commercial buildings.

Time Frame:

Zoning Ordinance amendments completed by November 1986

Objective:

25 units low and moderate income

POLICY

- A-5. To periodically review the General Plan for the purpose of insuring that its land use policies, particularly concerning higher density housing do not inhibit efforts to meet the City's housing needs.

Implementation:

After adoption of this element the City shall conduct a biennial review of the general plan residential land use policies and general plan diagram for the purpose of determining if additional higher density housing should be proposed. Also to be considered

are policies providing density bonuses for affordable housing; the encouragement of a housing mix and infill development.

As a follow up to the General Plan review the City should initiate rezoning of those sites indicated as candidate sites for affordable housing shown in Figure 1.

Time Frame:

Next general plan review cycle after adoption of this element expected to be January 1987.

GOAL B - To improve and conserve existing residential neighborhoods

POLICY:

- B-1. To establish a housing rehabilitation program utilizing Community Development Block Grant funds or other appropriate services.

Implementation:

The City should apply for a Community Development Block Grant for the purpose of establishing a housing rehabilitation program which would include low interest loans and other assistance for homeowners whose property qualifies for rehabilitation assistance.

Time Frame:

Report to Council on feasibility by November 1987.

Objective:

Rehabilitate 5 units per year.

POLICY

- B-2. To implement a voluntary housing code enforcement program.

Implementation:

The City shall investigate the establishment of a voluntary housing code enforcement program.

Time Frame:

Establish by July 1988.

Objective

25 units per year - 125 units by 1990.

POLICY:

- B-3. To continue to monitor housing condition:

Implementation:

The City Planner shall prepare a progress report every 2 years on the condition of existing housing in

St. Helena.

Time Frame:

Next report due -July 1987

GOAL C - Reduce residential energy consumption and costs in order to maintain housing affordability.

POLICY:

- C-1. Promote opportunities for use of solar energy by assuring solar access on all properties to be developed in the future.

Implementation:

Investigate feasibility of a solar access ordinance which would protect solar access in all new subdivisions and planned developments. Such ordinance could include criteria which would be included in any design review process or could be a general policy by the Council to encourage use of solar water and space heating.

Time Frame:

Adopt by September, 1987

POLICY

- C-2. Promote the use of energy conservation measures in low and moderate income housing and the housing rehabilitation program.

Implementation:

All low and moderate income housing projects shall be required to include cost effective energy conservation measures. Energy conservation measures shall also be included as eligible rehabilitation improvements.

Time Frame:

To coincide with rehabilitation and very low, low and moderate income housing development.

GOAL D - Assure that housing programs maximize choice, avoid economic segregation and avoid discrimination based upon age, sex, race, sexual orientation, religion and ethnic background.

POLICY:

- D-1. Promote non-discrimination in housing throughout City housing programs.

Implementation:

- a. Make residents aware of equal housing laws and recourse through educational materials made available at City Hall, through the press and directly to real estate agents.

Time Frame: January, 1987

- b. Efforts at equal opportunity housing loans should be documented as part of the annual Community Reinvestment Act from Savings and Loans.

Time Frame:
On-going.

Recap of Housing Objective

The following is a recap of the total number of housing unit objectives for the planning period, by income category as described in the proceeding section.

1985-1990 Housing Objectives

<u>Housing For</u>	<u>New Construction</u>	<u>Rehabilitated Units</u>	<u>Units Conserved</u>	<u>Totals</u>	<u>%</u>
Very Low Income	-			-	0
Low Income	150	20		170	22
Moderate Income	190	20	50	260	33
Above Moderate Income	<u>285</u>	<u>0</u>	<u>75</u>	<u>360</u>	<u>45</u>
Total	625	40	125	790	100

APPENDIX A - DEFINITIONS

A. TERMS RELATED TO HOUSEHOLDS:

"Household"All persons occupying a single dwelling unit.

"Family".....Any of the following:

a) one person occupying a dwelling unit

b) Two or more persons related by blood, marriage or legal adoption occupying a dwelling unit.

"Large family".....A family of five (5) or more persons

"Elderly".....Persons 62 years of age or older

"Handicapped".....Persons determined to have a physical impairment or mental disorder which is expected to be of long-continued or indefinite duration and is of such a nature that the person's ability to live independently could be improved by more suitable housing conditions.

"Very low income household"...A household whose income, with adjustments for household size, does not exceed 50% of the median household income of the (Vallejo, Fairfield, Napa) standard metropolitan statistical area.

"Lower income household".....A household whose income, with adjustments for household size, does not exceed 80% of the median household income of the (Vallejo, Fairfield, Napa) standard metropolitan statistical area (SMSA).

"Middle income household".....A household whose income, with adjustments for household size, falls between 80% and 125% of the median household income of the Vallejo, Fairfield, Napa SMSA.

"Market rate households".....Those households that have the financial capability to meet their housing needs without sacrificing other essential needs.

"Nonmarket rate households"...Households who do not have the financial capability to meet their housing needs without sacrificing other essential needs.

B. TERMS RELATED TO HOUSES:

"Dwelling unit".....The place of customary abode of a person or household which is either considered to be real property under State law or cannot be easily moved.

"Deteriorated".....A dwelling unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is economically feasible for repair.
(Needing rehabilitation)

"Dilapidated".....A dwelling unit which in its present state materially endangers the health, safety or well-being of its occupancy in one or more respects, and which is not economically feasible for repair.
(Needing replacement)

"Affordable housing".....Housing St. Helena households can buy or rent without paying over 30% of their income.

"Least Cost Housing".....The most inexpensive unsubsidized housing the private market can provide.

Source: The State Department of Housing and Community Development Element Guidelines, November 17, 1977.

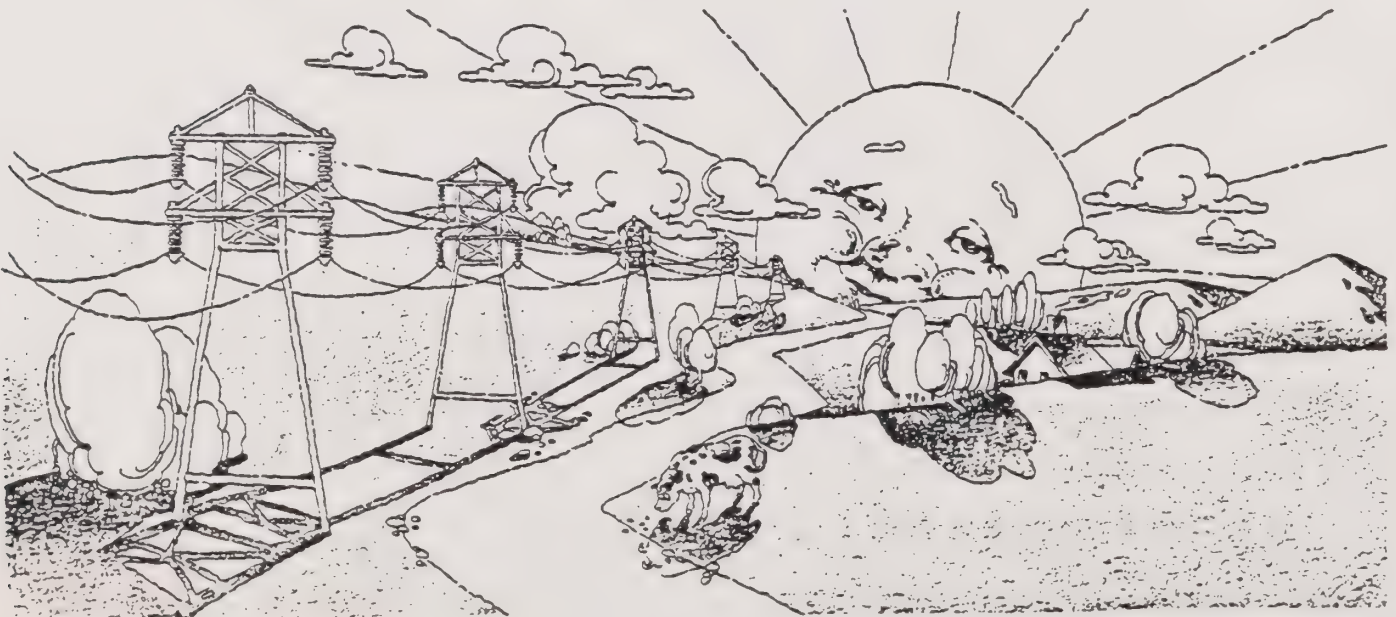
IV. ENVIRONMENTAL RESOURCE ELEMENT

This General Plan element combines the Open Space, Conservation, Seismic Safety, Scenic Highway, and Noise elements, required in accordance with Sections 65302 (d through h) of the Government Code.

Combining these elements provides a comprehensive set of goals, policies, and guidelines for the preservation of open space and the conservation of natural resources in St. Helena.

This section of the St. Helena General Plan is coordinated with the Conservation and Open Space Element of the Napa County General Plan.

The Environmental Resource Element is organized under the following headings: (1) Conservation of Resources; (2) Open Space Plan; (3) Seismic Safety; (4) Scenic Highway; and (5) Noise.



A. CONSERVATION OF RESOURCES

"Guidelines for Local General Plans" defines conservation as "...the planned management, preparation and wise utilization of natural resources." As stated in the guidelines, the intent of the conservation section is "...to prevent the wasteful exploitation, destruction or neglect of these resources."

This section identifies the significant natural resources within the city and sets policies standards for their protection and use.

RESOURCE INVENTORY

The following inventory of significant natural resources will serve as a check list of "environmental concerns." Developers and city officials will find the inventory useful in preparing or reviewing development proposals and in preparing Environmental Impact Reports.

WATER RESOURCES:

1. Source and availability. St. Helena obtains its water from surface sources and wells.

The primary source of city water is the Bell Canyon watershed, with storage impoundments at Bell Canyon Reservoir and a lower-reservoir on York Creek. The city is presently developing an additional source from wells. A backup source is available through a connection with the City of Napa system. This connection is to a 12-inch pipeline to Rutherford, which draws water from Conn Reservoir in the eastern foothills of Napa Valley.

Municipal water consumption in St. Helena increased by about 20 percent between 1970 and 1972, from 1,070 acre-feet to 1,250 acre-feet. The present usable storage capacity from Bell Canyon watershed is 1,800 acre-feet. Increased storage capacity is needed to keep pace with increasing demand.

Local groundwater resources have been the subject of some study and require management to assure wise utilization. The U.S. Geological Survey (USGS) completed a study in 1973 that is the source of the following information on groundwater.¹

The demand for groundwater for agriculture has increased significantly since 1967. Groundwater is used to provide frost protection for vineyards. Future groundwater withdrawals will depend in part on the length and severity of spring frosts and the amount of land used for vineyards. The City currently has a policy against providing City water for frost protection uses. The increasing use of groundwater is expected to cause two problems unless there is sound groundwater management. First, preliminary investigations indicate that groundwater levels decline significantly when withdrawal exceeds 24,000 acre-feet per year. Projections indicate the demand for groundwater withdrawal in the future will be in the range of 35,000 acre-feet per year. Second, if water levels decline enough to make the Napa River a major source of recharge to the alluvial aquifer, serious biological and nutrient contamination of the groundwater could occur if the water quality conditions in the Napa River that were recorded in 1972 are maintained.

¹U.S. Geological Survey, Water Resources Division, Ground-water Hydrology of Northern Napa Valley, California, Water-Resources Investigations 13-73. November 1973.

2. Flood Control. St. Helena is located within the Napa County Flood Control and Water Conservation District. There are no manmade flood control projects within St. Helena other than some diking projects which have been undertaken by private individuals. The flood loss reduction technique being used by the City is flood plain management.
3. Water Pollution. According to the USGS report cited previously, the Napa River is a "gaining stream," that is, one that receives water rather than recharging subsurface aquifers. During years of limited rainfall, the river and its tributary streams flow intermittently. Controlled releases of water are made to downstream users from Lake Hennessey on Conn Creek. Measurements in 1972 indicated a significant part of the low flow of the Napa River is water discharged from municipal sewage treatment plant at Calistoga and St. Helena. This not only affects the water quality of the river but of nearby aquifers as well.

The chemical quality of Bell Canyon water, the City's source, is generally well within Public Health standards. Turbidity and color, however, are often above recommended limits. Bacteriological quality is kept within health requirements by chlorination. The groundwater that occurs in the area fits one of the following categories, when water is described according to its chemical properties:

- a. Mixed cation bicarbonate water
- b. Sodium chloride water
- c. Magnesium bicarbonate water, and
- d. Sodium bicarbonate water.

According to the USGS study, the quality of most of the groundwater is adequate for domestic and stock use, even though excessive hardness is common. Sodium Chloride water is generally unsuitable for irrigation purposes because of high boron concentrations and relatively high SAR (sodium absorption ration) values.

4. Protection of watersheds. Additional study and planning is required to assure adequate protection of the Bell Canyon watershed. Available information indicates that the average run off is in the magnitude of 7,000 acre-feet per year. The existing capacity of Bell Canyon Reservoir is 1,800 acre-feet. The capacity of this reservoir can be increased by raising the dam level. The availability and utilization of this runoff needs to be determined. Likewise, protection and conservation of the animal life, plant life, and soil in the watershed needs to be studied. Protection of an adequate water supply requires that the City maintain its current policy against providing City water for agricultural use, and outside water connections.

5. Weather and Climate. The climate of St. Helena is characterized by warm, dry summers and cool, moist winters. Most of the annual precipitation occurs as rain that falls during the spring and winter months. The water resources of the basin are directly dependent upon precipitation.

VEGETATIVE RESOURCES:

1. Vineyards. A number of major vineyards lie within the City limits. The combination of climate, soil and water supply makes St. Helena, and the Upper Valley in general, a unique environment for growing quality wine grapes.
2. Trees. Part of the City's charm comes from numerous mature deciduous trees, particularly walnuts and oaks. These and other types of trees that grow in the City are primarily ornamental, providing a pleasing setting and shade from the summer sun.
3. Grasses. Various varieties of grasses grow within the City. Their environmental significance lies mainly in retarding storm runoff and providing amenity.

WILDLIFE AND FISH:

1. Wildlife. The City is a habitat for a number of naturally occurring mammals, birds, amphibians, and reptiles. Typical mammals include gophers, rabbits, mice, rats, and moles, with occasional sightings of deer, raccoon, opossum, or skunk. Birds include blackbirds, woodpeckers, jays, magpies, starlings, sparrows, finches, quail, pigeons, and robins. Amphibians are limited to frogs and toads. Representative reptiles are in occasional garter snake, rattle snake, gopher snake, or lizard.
2. Fish. The Napa River, Sulphur Creek, and other streams are habitat for rainbow and steelhead trout. There is little annual carry-over of these fish due to the seasonal low flow of the river and tributary streams.

None of the local wildlife or fish are known to be endangered species.

MINERALS:

There are no significant mineral deposits in the St. Helena area other than the gravel deposits that are mined from Sulphur Creek.

SOILS AND EROSION:

The soils in the City are generally silty sands, alluvial gravel and sand, sandy loam, and loamy clay. As indicated under Vegetative Resources, the local soils are particularly good for vineyards. The ground in St. Helena is relatively flat, except for one small hillside area. There is no record of landslides.

In general, buildings in St. Helena are constructed with conventional spread footings.

GEOLOGIC CONDITIONS:

The California Division of Mines and Geology describes surface materials in the St. Helena area as "recent alluvium." The depth of alluvium is likely to be in the range of 250 to 500 feet. Other data from the Division of Mines and Geology indicates no known faults, volcanic hazards, subsidence potential, or significant mineral deposits.

AIR QUALITY:

The closest air quality monitoring station to St. Helena is the Bay Area Air Pollution Control District (BAAPCD) Station Napa-Jefferson. This station is approximately 14 miles south of St. Helena, and as a result, the correspondence between station readings and conditions at St. Helena is questionable. Air quality readings at this station indicate that the CO (carbon monoxide) and NO₂ (nitrogen dioxide) content of the air is well within required standards. The station also indicates that HC (hydrocarbons) and oxidants exceed standards. However, the high HC and oxidant levels are regional characteristics of the San Francisco Bay Area. The basin-like topographic configuration of the Napa Valley makes it prone to the formation of inversion layers. This results in concentrating pollutants in the Valley's air basin at certain times. The main source of pollutants is automobiles.

POLICIES AND STANDARDS

1. The City will encourage and actively participate with other governmental agencies in an ongoing program for water resource management.
2. The City will implement improvements to the water, wastewater, and drainage systems as financial resources allow.
3. The City will encourage maximum separation between wells due to the hydrologic and geologic conditions that result in rapid drawn down on subsurface aquifers.
4. The City intends to protect agriculture by guiding urban development to areas that are more suitable.
5. The City will actively participate in the conservation of healthy, existing trees and the replacement in kind of trees removed to facilitate urban development. The City will encourage the planting of new trees in developments and along streets for beautification purposes.
6. The City will encourage the preparation and implementation of landscaping plans for all new development in order to provide visual amenity and reduce soil erosion.
7. The City will encourage the development of programs for flow augmentation in the Napa River and its tributaries during period of flow in order to enhance year round fish habitat and minimize stagnation and pollution.
8. The City will require grading plans for any proposed development in order to ascertain the stability and safety of cuts and fills.
9. The City will require adherence to the Uniform Building Code in order to minimize losses due to seismic conditions.
10. The City may request the Bay Area Air Pollution Control District to establish a monitoring station in or near St. Helena so that an accurate and up-to-date record of local air quality can be established and maintained.

B. OPEN SPACE PLAN

Section 65560 of the Government Code defines open space uses as follows:

- (1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks or rivers and streams, and watershed lands.
- (2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required recharge of groundwater basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- (3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- (4) Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

An additional use of open space is to control "urban form"--the configuration of buildings on the land or the pattern of development. Section 65561 (b) of the Government Code refers to the benefits of Open Space planning that will "discourage noncontiguous development patterns which unnecessarily increase the cost of community services."

The pattern of open space is especially important in parts of the city that are closely built up. The spacing between homes and other buildings, and the amount of space given to streets and paths affect the liveability and character of the city.

This section of the General Plan is organized under the following headings: (1) Existing Conditions; (2) Goals; (3) Policies and Standards; and (4) Plans.

EXISTING CONDITIONS

1. St. Helena is still largely open land. Of a total area of 2,836 acres, only 560 acres (about 20 percent) have been developed for urban uses.
2. About 400 acres of land are in the undetermined flood plain of the Napa River or Sulphur Creek.
3. About 2,300 acres are in agriculture or unused.
4. Most of the land around St. Helena is in the Agricultural Preserve.
5. Public open space owned and maintained for public use is limited to the school properties that are not used for active school purposes, Lyman Park, and the landscaped portions of Crane Park.
6. The Napa River provides an opportunity for joint city-county-development of a recreation corridor along the river and the Silverado Trail. (See Scenic Highways Element).
7. Sulphur Creek and other minor tributary streams provide opportunities for open space corridors for paths and bikeways.

GOALS

1. To protect prime agricultural land from unnecessary urban encroachment.
2. To protect natural areas required for the preservation of plant and animal life.
3. To provide for public recreation.
4. To protect public health and safety.
5. To promote orderly urban growth in patterns that help to minimize the cost of public services, streets, and utilities.

POLICIES AND STANDARDS

1. The City will not approve rezoning for urban uses in areas designated in the General Plan Map for agricultural use. In the foreseeable future, or until other areas of the City have been substantially built up, the City will not approve rezoning for urban uses in areas designated in the General Plan Map as "Urban Reserve."
2. The City will protect wildlife habitat by maintaining stream banks in their natural condition, by preserving trees and ground covers, and by discouraging urban expansion into natural areas.
3. When new subdivisions are developed, the City will require the developer to dedicate land for park and recreation purposes, or pay a fee in lieu of such a dedication, in an amount that bears a reasonable relationship to the need for park land by future residents of the subdivision.. The City will accept the dedication of park land only when its location and condition is suitable for park purposes. Otherwise, the City will require in-lieu payment and will seek to acquire other land for park purposes in a location reasonably accessible to the residents of the area.
4. In order to make available more open space in residential areas, the City will discourage the planning and development of larger tracts of land as a single unit. The yard requirements of the City zoning ordinance may be varied to allow for the provision of common open space for active and passive recreation and for pedestrian and bicycle paths. Standards for the provision of open space will be established in the zoning regulations for planned unit development.
5. The minimum lot size in the City zoning ordinance for single and multi-family dwellings will be maintained at standards to provide adequate yard space in residential areas.
6. In reviewing future proposals for new school sites and other public uses, the City will require ample setbacks for buildings and other facilities to allow for landscaping and to avoid possible conflicts with nearby residential development.
7. The Southern Pacific Railroad right-of-way from the southerly City limits to Pratt Avenue is proposed for public use.
8. In general, the City will not permit the development of properties for urban uses in areas that are subject to flooding.

PLANS

1. Areas of the City intended for permanent open space are to be indicated on the General Plan Map.
2. Zoning regulations designed to maintain open space are to be contained in the City of St. Helena Zoning Ordinance.

C. SEISMIC SAFETY

Section 65302 (f) of the Government Code requires cities and counties to include within their General Plans.

"an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically induced waves..."

The General Plan shall also include:

"an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves".

Earthquakes are classified according to "intensity" and "magnitude". Intensity is characterized by earthquake effects, such as destruction and perception, and as a result is a qualitative measure. The scale in common use for describing earthquake intensity is the Modified Mercalli Earthquake Intensity Scale. Magnitude is an instrumentally measured quantity related to the total energy released during the earthquake. The scale in common use for describing earthquake magnitude is the Gutenberg-Richter Scale.

This section of the St. Helena General Plan is organized under the headings: (1) Existing Conditions and (2) Policies and Standards.

EXISTING CONDITIONS

1. There is no present evidence of any active geologic fault in the floor of the Napa Valley. The nearest mapped fault is the Healdsburg Fault, some 15 miles west of Santa Rosa. There has been recent information concerning minor faults to the immediate north and south of the City of St. Helena. There has been no information concerning any fault within the City of St. Helena.
2. St. Helena can expect low-frequency waves from a severe earthquake with its epicenter in the Bay Area.
3. Historical data indicates that St. Helena has not experienced significant damage from any major earthquake. The Santa Rosa earthquake in 1969, with a magnitude of 5.7 on the Modified Mercalli Scale, caused no damage in St. Helena. According to the "Preliminary Map of Maximum Expectable Earthquake Intensity in California," published in 1973 by the California Division of Mines and Geology, the maximum expectable earthquake intensity is a rating of VII to VIII, which is the same as for the Santa Rosa quake.
4. Schools in St. Helena comply with the earthquake standards of the Field Act.

POLICIES AND STANDARDS

1. The City has adopted the Uniform Building Code, 1970 edition, which contains building requirements and standards that will minimize the damage potential to new construction.
2. The County of Napa is currently developing additional information with regard to seismic safety. The St. Helena General Plan will be modified as the additional information becomes available.

D. SCENIC HIGHWAYS

Section 65302 (h) of the Government Code requires cities and counties to include in their General Plan a Scenic Highway Element,

"for the development, establishment, and protection of scenic highways pursuant to the provisions of Article 2.5 of the Streets and Highways Code."

This plan element is the initial step toward the preparation of scenic corridor plans by appropriate local and state agencies and the designation of "official scenic highways" by the State Scenic Highway Advisory Committee on application of local jurisdictions.

EXISTING CONDITIONS

1. Roads and highways having significant scenic value through and around St. Helena are:
 - (a) Sections of Highway 29
 - (b) Silverado Trail
 - (c) Spring Mountain Road
2. None of the road and highway in Napa County have been included in the State Master Plan for Scenic Highways.
3. The fine row of old trees on either side of Highway 29 on the north end of St. Helena is a feature of unusual scenic and historic value.
4. The location of the Silverado Trail adjacent to the Napa River provides an opportunity for parkway development of the corridor.

POLICIES AND STANDARDS

1. The City will cooperate with Napa County and the State Highway Division as appropriate in studies and plans for the protection of scenic values along Napa County roads and highways.
2. The City zoning ordinance will require building setbacks and landscaping and will set standards for the size, location, and design of signs along major streets and highways through the city. (See Land Use Element)
3. In considering zoning requests and the approval of new subdivision plats, the city planning commission and city council will seek to protect and enhance roadside views and vistas.

E. NOISE

Section 65302 (g) of the Government Code requires cities and counties to include within their General Plan a Noise Element, expressed,

"in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

- (1) Highway and freeways
- (2) Ground rapid transit systems
- (3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

These noise contours may be expressed in any standard acoustical scale which include both the magnitude to noise and frequency of its occurrence. The recommended scale is sound level A, as measured with A-weighting network of a standard sound level meter, with corrections added for the time duration per event and the total number of event per 24-hour period.

Noise contours shall be shown in minimum increments of five decibels and shall be continued down to 65 dBA. For regions involving hospitals, rest homes, long-term medical or mental care, or outdoor recreational areas, the contours shall be continued down to 45 dBA.

Conclusions regarding appropriate site or route selection alternatives or noise impact upon compatible land uses shall be included in the general plan.

The state, local, or private agency responsible for the construction or maintenance of such transportation facilities shall provide to the local agency producing the general plan, a statement of the present and projected noise levels of the facility, and any information that was used in the development of such levels."

This section of the General Plan is organized under the headings of: (1) Existing Conditions and (2) Policies and Standards.

EXISTING CONDITIONS

1. The principal source of transportation-related noise in St. Helena is vehicle traffic on Highway 29. Noise levels at the edge of the right-of-way are in the range of 65-75 decibels (dBA). The principal residential areas affected are north of Pine Street. The Silverado Trail carries fewer vehicles and little truck traffic and the adjacent land is sparsely developed.
2. The railroad is a source of loud intermittent noise, in the range of 80-90 decibels. (dBA).
3. A significant source of noise not related to transportation is from wind machines that are used to protect the vineyards against frost and the pumps and other machinery used in vineyard operations. For the most part they are not located in populated areas of the city.

POLICIES AND STANDARDS

1. City Ordinance No. 305 prohibits any noise which disturbs the public peace.
2. The City will consider the environmental impact of transportation-related noise and other noise sources in the review and approval of subdivision plans and requests for changes in the zoning ordinance.
3. The City will not approve new residential development immediately adjacent to a street or highway if L10 noise levels at the property line exceed 55 dBA unless such noise can be mitigated with appropriate sound barriers to a level of 55 dBA or less at the property line.
4. In general, the City will not approve the location of any new street or highway through a residential area if the L10 noise level at the edge of the right-of-way is projected to exceed 55 decibels on the A scale (dBA).
5. Information describing present and projected noise levels on state highways and county roads through and adjacent to St. Helena will be kept on file in the City Hall for use by the general public.

V. SAFETY ELEMENT

Section 65302.1 of the Government Code requires cities and counties to include in their General Plan a "Safety Element," for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazard.



A. FIRE PROTECTION

Existing Conditions

St. Helena has a Class 2 Fire Rating in the downtown area and a Class 5 Fire Rating in the rest of the city. The ratings are established by the American Insurance Association (National Board of Fire Underwriters), based on an evaluation of fire defenses and physical conditions in each municipality. The rating is based on a scale from Class 1 (high) to Class 10 (low).

The city has a single fire station located in the City Hall, with access directly onto Pine Street, one-half block from Main Street (Highway 29). No additional stations will be added in the foreseeable future.

The fire department has three pumper trucks. A new high-capacity pumper was added in 1976.

St. Helena has a fully volunteer fire department. The city has mutual assistance arrangements with Napa County, Yountville, Calistoga, and the U.S. Forest Service.

B. GEOLOGIC HAZARDS

There are no known geologic hazards of significance in the City of St. Helena.

Policies and Standards

1. The City will continue to take necessary action to maintain its present favorable fire ratings.
2. City Zoning regulations will require adequate space between buildings to avoid unnecessary fire risk and to facilitate fire fighting.
3. City subdivision regulations will require adequate street width and turning radii for fire trucks. The minimum radius of a cul-de-sac street turn-around will be 45 feet. (See street standards in the Circulation Element).
4. The City has and will maintain a civil defense plan setting forth procedures in emergency situations.
5. The City will prepare and keep up to date an inundation study with respect to all City owned dams both within and without the City limits.
6. The City will require developers to prepare geologic studies in connection with the development of any hill-side properties.
7. Based on geologic studies, the conditions and requirements of subdivision maps and use permits will be adjusted to mitigate the effect of such geologic hazards that become known or suspected.

VI. RESIDENTIAL GROWTH MANAGEMENT ELEMENT

A. Introduction

During the two decades following World War II, United States Cities experienced growth rates which in some cases approached runaway proportions and outstripped the ability of the cities to provide services. City plans during this growth period typically controlled use, planned for public facilities and had nominal and, in some cases, absolute growth limits.

Beginning in the mid-sixties in recognition of the need to manage growth, cities began adding another dimension to planning with the adoption of growth rates and programs for the allocation of housing on the basis of need and the City's ability to provide services.

Like most cities, St. Helena also experienced problems associated with growth and in 1977 anticipating greater growth pressures and greater problems associated with growth, particularly rapid growth, the City Council directed that a growth management program be considered.

For a period of sixteen months a joint Planning Commission/City Council adhoc committee reviewed the subject of growth and the City's ability of providing services concluding that the City should establish a growth goal and a growth rate.

The Residential Growth Management Element has been developed along the lines of similar programs developed by other communities some of which have been tested in the courts. Also, it relies on state enabling legislation which allows cities to control development through planning, zoning, and subdivision review. Implementation of this element will be through the adoption of the ordinances necessary to achieve the growth management goals and to implement its policies.

B. PURPOSE

The purpose of the Residential Growth Management Element is to provide a method by which the City may achieve the residential goals of the General Plan. Further, it shall be the purpose of residential growth management to assure that the following goals may be attained.

1. To assure that the housing needs of our citizens are met.
2. To direct the development of housing in appropriate areas.
3. To cause an orderly development of the City that will allow the efficient use of municipal services.
4. To establish a rate of residential growth which will not exceed the ability of the City to provide utilities and services.
5. To provide housing types responsive to current needs.
6. To manage the rate of growth of the City.

C. EXISTING CONDITIONS AND ASSUMPTIONS

Residential Growth Management policies are based on the findings set forth in the Housing Element and the following considerations:

- (a) If not controlled the growth of St. Helena will continue at an accelerated rate.
- (b) The expressed desire of the citizens of the City of St. Helena is to have slow growth in the City.
- (c) In addition to providing housing to meet needs resulting from local growth there appears to be a need to house additional members of the areas work force.
- (d) Substantial growth pressure has been and is expected to continue to be the housing of retired and semi-retired persons migrating from other areas.
- (e) Low and moderate cost housing is needed in St. Helena.
- (f) Land and construction costs, and a competitive buyer's market have resulted in housing costs that preclude providing low or moderate income housing in a free market system.
- (g) The public domestic water supply is adequate to serve the projected allowable population.
- (h) The public City sewerage system is adequate to serve the projected allowable population.

- (i) Existing residential development and the development of lands indicated for future residential development on the St. Helena General Plan will accommodate the projected allowable population.
- (j) Reference is made to statistical data contained in Appendix "A" through "D" inclusive.

D. POLICIES

D. Policies:

The City's residential growth management policies shall be:

1. The City shall not exceed a total population of 7,900 persons by the year 2000.
2. Growth schedule shall be maintained at an average rate of not over 2.4 percent per year.
3. A housing inventory shall be maintained by the City.
4. The housing needs of the City shall be reviewed at least annually and the housing priorities shall be revised in accordance with that review.
5. Growth shall be managed through the control of subdivision, rezoning, use permit issuance, and/or other entitlements.
6. A "Project Allocation System" (PAS) shall be designed to assist the City in the evaluation of projects and the assignment of priorities for development.
7. The allocation of housing shall be based on the estimated number of residents of a project rather than the number of dwellings. The number of residents per project shall be determined in accordance with a family size table which is to be included on the Project Rating System Form and which is to be reviewed annually.

Revised 11/83



INTER OFFICE MEMORANDUM

DATE June 7, 1978

TO City Council, Planning Commission

FROM City Planner

SUBJECT Holding Capacity, General Plan and Zoning Plan

I have recently completed a dwelling and lot count and General Plan-Zoning Plan population projection. The following information resulted from this study.

DWELLING UNITS

<u>G.P. AREA</u>	<u>EXISTING</u>	<u>POTENTIAL</u>	<u>TOTAL</u>
Low Density Housing	1340	539	1879
High Density Housing	171	507	678
Urban Reserve	50	15	65
Agriculture	136	36	172
Woodland and Watershed	11	193	204
Commercial	53	-12	41
Industrial	8	-3	5
Total	1769	1275	3044
Ave. Persons/Family	X2.5	X2.5	X2.5
Total Population	4422	3188	7610

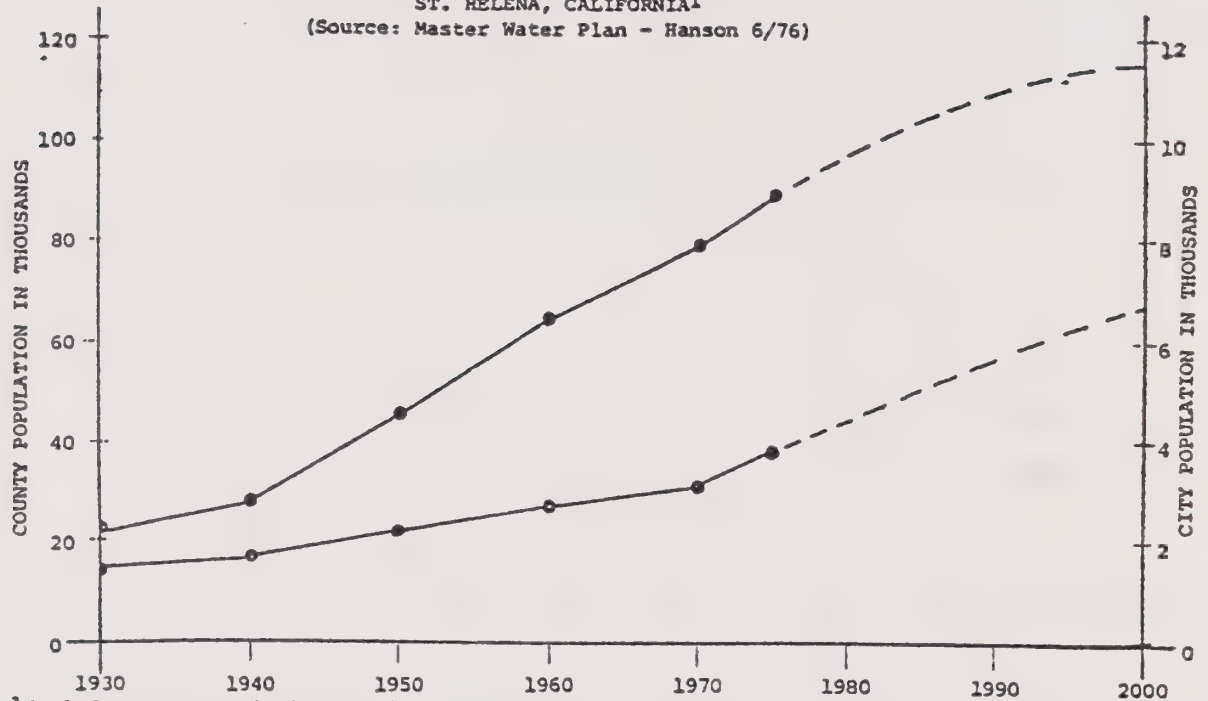
The estimated population is in excess of the 4000 + City population since the existing house count does not subtract the vacancy rate and does assume 100% occupancy of Sylvaner.

George R. Musso

George R. Musso
City Planner

GRM:cc

RECORDED AND PROJECTED POPULATION
ST. HELENA, CALIFORNIA¹
(Source: Master Water Plan - Hanson 6/76)



¹Includes persons within the city per census data through 1975. Does not include total population served by water enterprise.

YEAR	POP.	ANN. GROWTH RATE	POP.	ANN. GROWTH RATE
1930	1582		22,897	
		1.06		2.21
1940	1758		28,503	
		2.71		5.04
1950	2297		46,603	
		1.71		3.52
1960	2722		65,890	
		1.54		1.85
1970	3173		79,140	
		1.05		1.01
* 1971	3330		80,300	
		1.01		1.03
* 1972	3350		82,400	
		1.04		1.03
* 1973	3470		84,700	
		1.05		1.03
* 1974	3490		86,900	
		1.04		1.03
* 1975	3680		88,500	
		1.04		1.02
* 1976	3830		90,900	
		1.04		1.01
* 1977	3970		92,100	
		1.07		1.01
* 1978	4230		92,900	
		0.53		0.53
1980	4470		98,700	
		2.60		1.09
1990	5780		110,000	
		1.49		0.45
2000	6700		115,000	

*From data supplied by California Department of Finance.

BUILDING PERMITS

1972 - 78

SINGLE FAMILY

<u>YEAR</u>	<u>DETACHED</u> <u>No.</u>	<u>Br.</u>	<u>CONDOMINIUM</u> <u>No.</u>	<u>MULTIPLE FAMILY</u> <u>No.</u>	<u>D.U.'s</u>	<u>MOBILE HOMES</u>
1972-73	13 4	3 2	0	1 1 1 1	4 7 6 8	7
Total	<u>17</u>		<u>0</u>	<u>4</u>	<u>25</u>	
1973			49			23
1974	3 3	3 2	19	1	1	8
Total	<u>6</u>		<u>19</u>	<u>1</u>	<u>1</u>	
1975	1 1 7 2	5 4 3 2	0	0		32
Total	<u>11</u>		<u>0</u>	<u>0</u>		
1976	4 34 2	4 3 2	0	1 1	12 4	49
Total	<u>40</u>		<u>0</u>	<u>2</u>	<u>16</u>	
1977	5 50 2	4 3 2	0	1 1 1 1 1	42 8 95 4 10	96
Total	<u>7</u>		<u>0</u>	<u>5</u>	<u>159</u>	
1978	4 11 1	4 3 2	0	1	3	0
Total T/D	<u>16</u>		<u>0</u>	<u>1</u>	<u>3</u>	23*

*100% Occupancy

Planning Dept. 6/7/78

APPENDIX "C"

INTER OFFICE MEMORANDUM

DATE June 7, 1978

TO Growth Management Committee, Planning Commission, City Council,
Chamber of Commerce
FROM City Planner

SUBJECT Work Force Housing Needs Survey

The Planning Department has completed a survey of St. Helena area business establishments to determine the housing needs of people working in the St. Helena area.

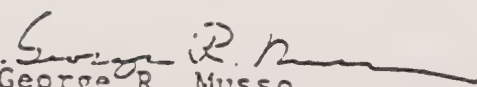
The survey was conducted by hand delivery of a response card to all places of business downtown and by mailing to all other businesses roughly between Rutherford to the south and Sterling Vineyard to the north. A summary of responses and estimated projections follows:

- I. Number of cards circulated: 300 ± Responses: 127 (42.5%)
- II. In the opinion of the responders 186 employees (440 projected would move to St. Helena if housing were available at a price within the employees means.
- III. Of the total work force reported of 1652 (3900 projected), 808 (1900 projected), do not reside in the St. Helena area.
- IV. Of the total management/owner class reported of 211 (500 projected), 73 (170 projected) do not reside in the St. Helena area.
- V. Of the total employees reported, 451 (940 projected), are part time or seasonal, 989 (2300 projected) are full time.

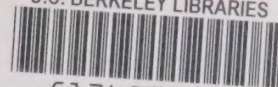
In summary only about half the work force reported reside within 5 miles of St. Helena. Of the number not residing in the area less than a quarter would move to the area if possible.

In the event additional analysis is desired responses have been broken down into "full" and "part time" employees, their residences, and their residence preferences, also responses have been further categorized by class of use.

Lastly it should be noted that the survey in no way allow us to evaluate the probability that the City can provide housing within the mean of those workers wishing to reside in the St. Helena area.


George R. Musso
City Planner

U.C. BERKELEY LIBRARIES



C124892383

88 00573

insert

32K-75W

7 1/2 X 10 1/2

GENERAL PLAN MAP ST. HELENA, CALIFORNIA



LEGEND

	FLOOD HAZARD AREA		AGRICULTURE
	WOODLANDS & WATERSHED		URBAN RESERVE
	COMMERCIAL		LOWER-DENSITY HOUSING
	INDUSTRIAL		HIGHER-DENSITY HOUSING

CERTIFICATION

This is to certify that this map was adopted as a part of the comprehensive, long-term GENERAL PLAN for the CITY OF ST. HELENA, CALIFORNIA pursuant to Chapter 3, Title 7 of the Government Code, the planning and zoning law of the State of California.

By Planning Commission on February 16, 1975

W. Scott Snowden, Chairman
Greta Ericson, Mayor
W. Scott Snowden, Acting Secretary
Dorlene Reed, City Clerk

AMENDMENTS

CYCLE	BY	DATE	RESOLUTION
1-76	PLANNING COMMISSION	5-16-76	ATTEST: [Signature] Secretary
1-76	CITY COUNCIL	8-14-76	NO. 137
2-76	PLANNING COMMISSION	12-7-76	ATTEST: [Signature] Secretary
2-76	CITY COUNCIL	12-14-76	NO. 137
1-77	PLANNING COMMISSION	3-1-77	ATTEST: [Signature] Secretary
1-77	CITY COUNCIL	4-12-77	NO. 130
2-77	PLANNING COMMISSION	10-4-77	NO. 4-77
2-77	CITY COUNCIL	2-28-78	NO. 134
1-78	PLANNING COMMISSION	2-21-78	NO. 3-78
1-78	CITY COUNCIL	5-9-78	NO. 132
2-78	PLANNING COMMISSION	11-6-78	NO. 8-78
2-78	CITY COUNCIL	1-10-79	NO. 75-3
1-80	PLANNING COMMISSION	5-8-80	NO. 2-80
1-80	CITY COUNCIL	5-24-80	NO. 80-12
2-80	PLANNING COMMISSION	7-1-80	NO. 3-80
2-80	CITY COUNCIL	7-26-80	NO. 80-48

	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.
	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.
	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.
	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.
	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.
	EXISTING		PROPOSED		POSSIBLE FUTURE EXT.



U.C. BERKELEY LIBRARIES



C124892383

32K-75W

7 1/2 X 10 1/2

